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Welsh Language Board

Welsh Consumer Council

East Dyfed County Council

Gwent County Council

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National Westminster Bank PLC

Lloyds Bank PLC

Barclays Bank PLC

Midland Bank PLC

Rhag

Cefn

## **ABSTRACT**

### **The Impact of the introduction of Welsh Language Policies by Welsh Health Authorities Peter Brown**

This thesis examines the extent of provision, and the reasons underlying policies on the use of the Welsh language which have been produced by Health Authorities within Wales.

This includes an examination of a range of macro and micro factors which may have had some bearing on the issue.

To ensure that the research is in part comparative, an attempt has been made to briefly examine the extent to which other large scale national organisations have formulated and/or implemented policies on the subject.

The thesis includes particular reference to the situation within South Glamorgan where the extent to which South Glamorgan Health Authority's Policy on the Use of the Welsh Language' has been implemented is examined. The effect that this has had upon the staff of the Authority, ergonomics and the general perception of patients, clients and the public is also examined.

The research and findings will be of use to Health Authorities which have yet to address the issue and at the same time offer South Glamorgan Health Authority a series of indications which may reflect the degree of implementation so far achieved in relation to its own policy.



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## Introduction

The issue of the Welsh language within Wales is a subject which despite a sharp decline in the number of Welsh speakers, has remained an item of interest to individuals, Governments, the media and many large and small scale organisations over much of the twentieth century.

Because of its associations with culture, nationalism, personal identity and politics (in all of its forms), it is unlikely to ever be regarded as so incidental that it might safely be ignored.

Welsh language pressure group activity continues to make national news. Media reports suggest that a new Welsh Language Act will emerge within the next few years and there have been suggestions that demand for Welsh language tuition is once again developing.

In recent years there has been the development of the Welsh Language Board which itself, by virtue of its activities, has failed to escape criticism from Welsh language campaigners.

Many organisations in both the public and private sectors have attempted to address the issue to varying degrees and possibly for differing reasons. Organisations funded by public money, particularly those with a national profile in terms of the Principality, are likely to have recognised the need to be seen to have taken account of a clients preferred language. Commercial organisations may have recognised the need to appeal to the Welsh speaking section

of the market. Charitable organisations may have reached the conclusion that the services which they provide can only be termed 'accessible' if a Welsh language service is incorporated within the overall service provision. Whatever the reason, it has established itself as an issue common across normally firm boundaries.

The range of approaches owe much to the organisational variables, both internal and external which may apply. Some organisations have opted to introduce comprehensive written policies, others selected measures and still others a simple informal philosophy.

A written policy once implemented lends itself to analysis and evaluation. The author was fortunate enough to be involved with the formulation and initial launch of such a written policy by the largest single employer in the County of South Glamorgan and one which formed part of the largest employing organisations in Wales.

### The Study.

This thesis examines the impact of Welsh Health Authorities' Welsh Language Policies and in particular the formulation, implementation and evaluation of South Glamorgan Health Authority's Policy. This is only meaningful if the issue is examined in context, thus this study includes an examination of the legal, social, demographic and political/quasi political background.

### Statement of Specific Aims.

The specific aims of the study may be summarised as follows:

a) To examine the background to the introduction of policy on the use of the Welsh language by Welsh Health Authorities.

b) To compare Welsh Health Authority policy provision with policy provision in a select group of public and service sector organisations. \*

c) To compare Welsh Health Authority policy provision with Welsh Language Board guidelines.

d) To examine in detail the impact of South Glamorgan Health Authority's Policy on the Use of the Welsh Language upon staff, patients, the public.

e) To critically evaluate the formulation and implementation of South Glamorgan Health Authority's Policy on the use of the Welsh language in order to identify what would constitute good practice and highlight with reference to findings the negative effect(s) of adopting a less effective approach.

f) To review the extent to which theory and findings overlap.

g) To identify/formulate a model strategy which Public Sector organisations which have yet to address the issue of the Welsh Language might refer to and/or adopt.

## Research Methodologies.

Various methodologies have been utilised as follows:

### Sampling Techniques.

In relation to semi structured interviews:

In order to ensure suitable coverage in relation to training provision, it was decided to target those officers at unit and district levels who collectively assumed responsibility for training issues within the Authority.

In relation to structured questionnaires:

a) given the relatively small number of County Councils within Wales it was decided to target 100%.

b) Given the relatively small number of Welsh Health Authorities' Central Supplies Departments it was decided to target 100%.

c) Given the relatively small number of health care units within South Glamorgan Health Authority it was decided to target 100%.

d) Given the prohibitively large (13,000 + staff), multidisciplinary staffing structure within South Glamorgan Health Authority and the large number of geographically widespread sites, it proved necessary, in the light of the study, to select a target group/sample which naturally fulfilled the following criteria: x

(i) Is involved in direct patient care activities x



(ii) Staff members were present at all hospital sites and employed within all 5 South Glamorgan H. A. Units.

(iii) Represent the single largest staff group employed by South Glamorgan Health Authority able to fulfill criteria (i) & (ii)

The Authority's therapists were selected as the control group because they were able to satisfy criteria (i) & (ii).

#### The Thesis

To serve these aims, this thesis begins with an examination of the theory of policy and continues by reviewing the background to policy on the Welsh language, the role of language pressure groups and the development of the Welsh Language Board.(s.1)

Section 2 compares the contents of Welsh Health Authority Policies in the light of Welsh Language Board Guidelines.

This leads to the selection of bilingual forms and stationery as a topic for further analysis and this issue is reviewed across Welsh Health Authorities in section 3.

In order to find out whether Health Authorities are similar to or different from other organisations in terms of their approach to the language issue, Welsh County Councils, a cross section of national private sector companies and ex public utilities amongst others, were surveyed and the findings analysed in section 4.

Sections 5,6 and 7 concentrate upon the formulation, implementation and impact of South Glamorgan Health Authority's policy on the use of the Welsh language. Perceived demand, actual provision and level of awareness/profile are all examined largely via questionnaire surveys and observation.

The thesis concludes with a series of recommendations drawn from the research findings which collectively form a set of flexible guidelines which would assist any Health Authority or similar addressing the issue for the first time.

## Research and Data Collection Methods

Because of the range of aims selected for this research, a variety of data collection methods was employed. At the same time, different research methodologies were required to address specific aims.

### 1. Data on Welsh Health Authority Policies:

Details of policy were derived from working documents and official circulars.

### 2. Data on Political Parties and Pressure Groups:

Letters explaining the purpose of the research and reasons for the requests were sent together with stamped self-addressed return envelopes to six organisations. Organisations were asked details of their aims and objectives. Telephone requests were rejected as many of targeted organisations are voluntary and are not likely to have permanently manned telephones.

### 3. Data on Language Policies of non-NHS Organisations:

Informal questionnaires including a covering letter explaining the scope and purpose of the research were sent to 8 service sector organisations. The questionnaires were not addressed to identified individuals or holders of

particular management positions in order to allow the organisations to determine the most appropriate person to reply. Formal questionnaire and interview methods were rejected due to time constraints.

#### 4. Data on Demand for and Use of Bilingual Forms by Health Authorities:

Formal questionnaires were posted to 9 HA District Supplies Departments to determine data on provision and use of bilingual forms by Health Authorities. This was due in part to the widespread geographical distribution of the Health Authorities and in part to allow the Authorities time to formulate replies.

#### 5. Data on South Glamorgan Health Authority:

A range of data was required to pursue the aims of the investigation and different data collection methods were necessary.

A) Training: - Five individuals were selected to provide information on the extent of language training provision on offer to employees of SGHA. As all five were based in Cardiff and were known personally to the author, a method of semi-structured interviews was adopted. This method was chosen as semi structured interviews would provide a framework for responses but would allow interviewees the

freedom to provide anecdotal and other informal information to an ex-colleague.

B) Extent of Policy Implementation: - Unit Managers were selected as the preferred group to provide information on the extent of implementation of policy. Here it was felt that structured questionnaires would be a better method as it was likely that the Unit Managers would have to consult with their functional managers before providing a reply. A written questionnaire and accompanying request could be circulated for information/consultative purposes.

C) Extent of Patient Complaints: - Those officers who dealt with complaints at operational level were known to the author and were sent structured questionnaires. It was again felt that targeted officers would need to review historic data before responding in the detail required. Thus this method was preferred to telephone interviews.

D) Impact of Policy: - It was felt that information on the impact of policy could not be determined by approaching a small group of senior managers. Rather an attempt to reach a much broader cross section of employees was needed. A target group of 4000 staff was chosen which clearly necessitated the use of a questionnaire method. This method would further allow statistical analysis of the replies.

## CHAPTER 1

This chapter begins with a definition of operational policy and links with the theory of policy formulation and implementation, the focus of the research, before examining in some detail the background to policy on the Welsh language. In this context, Government and Welsh Office guidance, proposals for a new Welsh Language Act, pressure groups and the Welsh Language Board established by the Secretary of State for Wales are reviewed.

Discussion of these influences is followed by a review of the terms of reference, composition and work of South Glamorgan Health Authority's Working Group on the Use of the Welsh Language and its policy product, the impact of which is measured in Chapters 5,6 and 7. The findings in relation to the implementation impact upon the conclusions to the overall study and appear within Chapter 7.

1. Organisational Policy may be defined as:

"Principles and objectives which guide decision - making on particular matters and which express broad intentions or attitudes". (Dictionary of Management - French and Seward) X

The presence/extent of policy provision of any kind within a Health Authority may be traced to one or more of the following factors: (a) Government legislation ie a legal obligation. (b) Internal pressure brought to bear by: Authority Members, Management, Trade Unions/Staff (c) External pressures brought to bear by:

Clients/patients

Interest Groups (eg Welsh Language Society, Welsh Language board, MP's).

(d) Practicalities ie where the absence of Welsh speaking staff might well affect the care of a patient, the interests of the client.

(e) The public Relations factor ie the NHS is a public service and thus has a moral obligation to (and be seen) serve the needs of its clients. X

In examining the extent of Welsh Language policy provision within Welsh Health Authorities and undertaking a comparison

- (a) May be termed a constant
- (b) An unmeasurable variable
- (c) Is discussed with reference to census statistics
- (d) May be directly related to (c)
- (e) May be termed a constant/related to (c)

## 1.2 Policy Formulation and Implementation

### Policy and Social Policy

Whether language policy should be considered part of social policy is worthy of debate and depends on definition. Macbeath in his 1957 Hobhouse lecture stated:

"Social policies are concerned with the right ordering of the network of relationships between men and women in societies, or with the principles which should govern the activities of individuals and groups so far as they affect the lives and interests of other people"  
(Macbeath, 1957)

and Hagenbuch has defined social policy as follows:

"Stated in general terms, the mainspring of social policy may be said to be the desire to ensure every member of the community certain minimum standards and certain opportunities"  
(Hagenbuch, 1958)

Essentially there is little difference between these definitions and in such context language policy can clearly be included as part of social policy because as an issue it demands an interventionist approach in order to ensure that social interaction incorporates a right to access opportunities and that such opportunities arise within the system eg the opportunity to communicate via the medium of one's preferred language.

However, Lafitte; the only professor in Britain of Social Policy, sees social policy as being more concerned with the communal environment than with the provision of social amenity (Urban renewal and national parks for example.)



There are at least two widely accepted approaches to policy formulation. The first of these, known as the Rational Comprehensive (Root) method, (ref. The Science of 'Muddling Through' Lindblum C E, Public Administration Review, 1959 Volume 19 No 2.) is seen as more appropriate (in modified form) when addressing relatively simple problems. The main characteristics of the method are as follows:

- (i) Clarification of values or objectives distinct from and usual prerequisite to empirical analysis of alternative policies. 12
- (ii) Policy formulation is therefore approached through means - end analysis: first the ends are isolated, then the means to achieve them are sought.
- (iii) The test of a 'good' policy is that it can be shown to be the most appropriate means to desired ends.
- (iv) Analysis is comprehensive; every important relevant factor is taken into account.
- (v) Theory is often heavily relied upon.

This method starts from fundamentals each time, building on the past only as experience gets embodied in theory and always starting from the foundations up.

The successive limited comparisons (Branch) method on the other hand continually builds out from the current situation step by step and by small degrees. Its characteristics may be summarised as follows:

- (a) Selection of Value goals and empirical analysis of the needed action are not distinct from one another but are closely intertwined.
- (b) Since means and ends are not distinct, means - end analysis is often inappropriate or limited.
- (c) The test of a 'good' policy is typically that various analysts find themselves directly agreeing on a policy (without their agreeing that it is the most appropriate means to an agreed objective).
- (d) Analysis is drastically limited:
  - (i) Important possible outcomes are neglected.
  - (ii) Important alternative potential policies are neglected.
  - (iii) Important affected values are neglected.

(e) A succession of comparisons greatly reduces or eliminates reliance on theory..pm

This method has a number of imperfections including the fact that it is without a built in safe-guard for all relevant values and it may also lead the decision maker to overlook excellent policies for no other reason than they are not suggested by the chain of successive policy steps leading up to the present.

It is the intention of this thesis to review the methodology adopted by South Glamorgan Health Authority when formulating its policy on the Use of the Welsh Language.

Torrington, Weightman and Johns suggested the following 8 point procedure for formulating and implementing policy (ref Torrington D, Weightman J, Johns K, Effective Management: People and Organisation, Prentice Hall (UK) 1987).

- 1 Identify the topic
- 2 Win provisional support
- 3 Decide the key elements
- 4 Work out the details
- 5 Win agreement
- 6 Implement and publicise
- 7 Have the procedures ready

## 8 Monitor the outcome

In the chapters which follow the extent to which South Glamorgan Health Authority's Policy on the Use of the Welsh Language was formulated and implemented along such lines will be discussed and appraised and a model which other organisations may wish to adopt in modified form will be proposed.

In concluding this section it should be noted that the monitoring of outcome phase is crucial. In the early stages there may be accidental or deliberate breaches of any policy's intentions. Some people will forget what they are supposed to be doing, others will encounter problems that had not been envisaged. If these problems can be identified and resolved quickly, the policy will be strengthened, otherwise inconsistent strategies may develop from various quarters and the policy's facets may well be undermined in the process.

1.3 Background to the introduction of a Welsh Policy by South Glamorgan Health Authority.

1 General Government and Welsh Office Guidance advice and recommendations

1.1 Policy

The general policy regarding the use of the Welsh language in the administration of the public service in Wales is based on the Government's acceptance in December 1965 ref of the principle of "equal validity", namely that any act, writing or action in Welsh shall have like legal force as if it had been done in English. The remaining legal impediments to the use of Welsh in the transaction of business with public authorities were removed by the enactment of the Welsh Language Act 1967 (appendix A). Since then the government has taken numerous steps to provide for the use of the Welsh language in the conduct of official business. In October 1969 local authorities, which at that time had health responsibilities, were invited in Welsh Office Circular on "The use of the Welsh Language" (ref no 82/69) to consider what further action they might take to facilitate the use of Welsh in the conduct of business. In June 1972 a Working Party of the Welsh Hospital Board published a report containing recommendations on how the hospital service might extend its use of the Welsh language. The reorganisation of the service in 1974 required a review of guidance and in March 1975 the Welsh Office issued advice

in the form of a circular entitled "The Health Service and the Welsh Language" ref WH SC (IS) 117. (Appendix B )

The circular advised that in a personal concerned with the health of patients, the relationship between the service and individuals seeking advice or treatment must be close and intimate. Much depends on the establishment of confidence between those administering the service and those using it. In this, the skill and devotion of those who provide the service is paramount.

However relationships between those seeking and those providing, the service in Wales can often be assisted by recognising the importance of the Welsh language to those whose first language it is. This is self evident in predominantly Welsh speaking areas. It has a particular relevance to certain groups of patients - the young and the elderly - who in some cases may have difficulty in making their wishes known in a second language - and to the mentally ill and the mentally handicapped. The evidence received by the Welsh Hospital Board's Working Party convinced it of the value to the sick person of being able to use one's mother tongue in what can be perhaps a most disturbing and emotionally fraught situation. With the increasing development of specialist service at selected hospitals

there are few major hospitals in Wales which do not treat some patients who will be put more at ease by a conversation in Welsh or by listening to Welsh radio or, television programmes. If the Welsh language is to be accorded equal validity in practice, as many used language services as the responsible authorities and their staffs are reasonably and practicably able to supply should be offered to individual patients.

The Health Service also has a responsibility to the community which it serves. Use of the Welsh language alongside the English can make a significant contribution to the attitude of a visiting family and indeed of the community at large to the work of the particular hospital or service.

#### 1.2 Recommendation regarding application of the advice

The Health Service and the Welsh Language circular also gave recommendations on how the advice given could be implemented by District Health Authorities. A summary of this recommendation is as follows: The answer to an inquiry should be given in the language which it is made. It has already become accepted practice that letters written to public authorities in the Welsh language are replied to in Welsh. As many oral inquiries are made at hospitals and clinics every effort should be made to ensure that these can be answered in the originating language.

As the language of the inquiry is directly influenced by; <sup>i</sup> x  
the environment in which it is made, every effort should  
be made to encourage the use of Welsh by exhibiting signs  
and notices in both languages, in reception areas giving  
them equal status and on all main external and main  
internal signs and on vehicles. The practice of indicat-  
ing the authority's name in Welsh on one side of a vehi-  
cle accords equal status to both languages without addi-  
tional cost.

Where a form, letter head or pre-printed letter or set of  
instructions is to be used by a member of the public or  
by a patient, it should be published bilingually with  
each language accorded equal prominence. The issue of  
bilingual forms avoids the necessity of duplicating  
stocks, and experience has shown that the additional cost  
of bilingual forms is small particularly where forms are  
short and simple. Where a bilingual version of the form  
is not practicable a Welsh version should be prepared and  
its availability be made widely known by including on the  
English version a statement that a Welsh version is  
obtainable.

The Secretary of State had decided that "Consent to  
Treatment" forms which have to be completed by patients,



should be considered and the following guide to practice should be followed where practicable and in response to demand.

- (A) Printed material including annual reports produced for general publications should be published bilingually.
- (B) Staff journals should include material in the Welsh language.
- (C) Consideration should be given to the issue of public notices in Welsh as well in English as appropriate.
- (D) Facilities should be provided for patients who wish to receive Welsh language broadcast service and to attend religious, cultural and leisure activities organised through the medium of either language according to demand.

### 1.3 Advice regarding implementation.

With regard to implementation it was considered that Welsh Authorities had already gone a long way towards providing for the use of Welsh in accordance with the requirement of patients and the public. They were then asked to review their practice in the light of this general advice and to implement the spirit of the advice even though the exact way in which they do so will vary considerably from one part of Wales to the other accord-

ing to the use of the Welsh language locally. It was advised that much could be achieved with the resources already at the disposal of the authorities and further progress could be made as and when the opportunity arises and at little cost. The authorities were asked to make no changes to their present arrangements under which, in advertising posts, reference is made to a Welsh language required for the effective performance of the duties involved. In order to secure the goodwill of staff in implementing this advice on the he use of the Welsh language in the health service in Wales. x

#### 1.4 Proposals for a new Welsh Language Act

In 1986 the Welsh Office wrote to a wide range of bodies in Wales seeking views on proposals for a new Welsh Language Act.

This took the form of a Bill introduced by Mr Dafydd Wigley MP in the House of Commons in July 1986, and draft legislative proposals submitted to the Secretary of State by an Independent Working Party headed by Lord Prys-Davies. (Appendix K, Appendix M ).

## Summary of recommendations

### Wigley Bill

- Equal validity of the Welsh language in Wales
- Right to learn Welsh ?
- Right to use Welsh language in the courts
- Planning to take account of and consider Welsh language in planning proposals
- Miscellaneous

### Working Party (Lord Prys-Davies)

- Duties of Secretary of State
- Use of language in contract of Provision of Goods, services facilities etc
- Rights to Welsh Medium Education
- Establishment of Language Commission of Wales
- Planning Authorities' duty to consider the Welsh language in their planning procedures
- Miscellaneous

### A Policy in formulation - The South Glamorgan Health Authority experience.

Given that the Welsh language Policies developed by Gwynedd, Clwyd and East Dyfed Health Authorities were all produced in the early part of the 1980's, South Glamorgan represents the only health authority which produced a Welsh language policy in relatively recent times.

#### 1.4 Pressure Groups

The electoral system itself is only of limited value as a means of influencing policy. Electoral strategy demands that the parties in their search for votes, blur the differences that exist between them in order that their appeal to the all important 'centre' may be that much greater. Specifics are exchanged for generalities and general elections become occasions for handing down general verdicts which derives from the citizens' various roles in society or from the particular causes they embrace. While most voters do not translate actions into interests, associations do exist in great number to serve almost every conceivable interest or cause.

These organisations offer important channels through which the views of sections of the electorate may be communicated to Governments or administrators. Indeed, in McKenzie's view (1985) (McKenzie, R T (1985) "Parties pressure groups, and the British political system Process", Politics Quarterly, Vol XXIX, No 1) : they are far more important than the parties 'for the transmission of political ideas from the mass of the [citizentry][sic] x to their rulers. Through this communication, groups seek to influence Government either in the defence of common interests or in the promotion of common causes'.

While influence is the common aim of all groups in their dealing with Government, a useful although by no means absolute distinction may be drawn between those groups which seek to protect the interests of its members and those which seek to advance a cause in which their members are interested. Potential membership of the former, the 'defensive' groups is usually easily definable, while that of the latter, the 'promotional' groups is more 'open ended' while the distinction between defensive and promotional, or between partial and exclusive groups is necessarily crude and, as already indicated by no means absolute, it does permit a more detailed analysis of group roles than would otherwise be possible. The nature of a group - its membership, its objectives, at times the services it is able to render the Government is an important determinant of which channels of influence will be most readily available to it, the degree to which it is accorded formal acceptance, the extent to which it must battle for recognition.

There is, then, a two-way traffic, with groups seeking consultation and access to the decision taking and decision executing processes and with governments seeking consultation and information for effective planning and administration. This is a mutual dependence recognised by Herring as long ago as 1936 when he wrote that "the greater the degree of detailed and technical control the

Government seeks to exert over industrial and commercial interests the greater must be their degree of consent and active participation".

The fact that consultation takes place on a fairly regular basis does not imply that harmony will at all times prevail. Occasions are bound to arise when a group fails to achieve its objectives and it has to decide whether to accept the position or to press its case further through other available avenues. Occasionally some pressure groups or individuals within certain groups eg the Welsh Language Society, have been known to resort to unlawful actions eg defacing public buildings in a bid to further their cause.

The main Welsh language pressure groups are Plaid Cymru, The Welsh Language Society, Cefn, Merched Y Wawr, National Eisteddfodd, Parents for Welsh Medium Education.

a brief description of their activities have been included as appendices C, F, G, H, I, and J respectively.

In Britain, legal and lawful group activity is seen as complementary to party activity. The strong, centralised, two party system makes for clear lines of responsibility and offers representation to the 'whole man'. At the same time, within this general context, groups provide myriad opportunities for the display of the many sides of the 'fractionated' citizen. Democratic govern-

ment demands that the 'whole' and 'fractionated' man be served. So long then, as the political parties, the bodies that make up a system electorally responsible to the nation as a whole can 'make up' their minds and live up to their commitments, and so long as they recognise their responsibilities towards minorities as well as majorities, group activities, far from being the serious problem that some would have it, becomes a necessary and important part of political life. The language policies of the last two parties to form Government are summarised in Appendices D,E, (Hanson, A H and Waller M. Governing Britain. 1984, Fontana.)

\* Plaid Cymru is a fully fledged political party but with relatively few M P's. It has never formed government or held the balance of power and its influence is that of a pressure group.

1.5 The Welsh Language Board, its recommendations for a new Welsh Language Act and its Consultations

The Welsh Language Board's terms of reference as identified by the Right Honourable Peter Walker MP Secretary of State for Wales on 20 July 1988 at its inception are:

"To promote and develop the Welsh language and advise on matters requiring legislative action".

In November 1989, the Board published its consultative proposals for legislation. There then followed extensive and intensive consultations on those proposals. A list of consultees appears in the form of Appendix L.

The main recommendations as they appear in the draft document entitled 'Welsh Language Board Recommendations for a New Welsh Language Act Plaid Cymru's Response' are as follows. Bracketed Statements are attributable to Plaid Cymru.

- (i) "That Welsh have the status of an official language, enjoying equal validity with English.  
(This strengthens its current status but falls short of some expressed wishes for full bilingualism).
- (ii) That government departments and public bodies comply with the wishes of the individual regarding the choice of which language to use, unless that be unreasonable. The onus of proving unreasonableness falls upon the department or body.  
(This is a substantial change from the earlier draft where the onus of proving reasonableness fell upon the individual).
- (iii) That all departments and bodies are required to produce a clear statement of how it proposes to implement the above, this to be reviewed every 3 years.



- (iv) That the Juries Act 1974 be amended in order to allow the formation of Welsh speaking Juries where appropriate, as well as revisions allowing for court records to be kept in Welsh.
- (v) That the Race Relations Act 1976 be amended in order to allow employers to stipulate a Welsh language ability where that is relevant to the post.  
(This important revision is a response to recent cases, but it has since transpired that the Welsh Language Board has not negotiated the wording with the Race Relations Board).
- (vi) That a new statutory body be created called Urdd x  
Iaith Cymru, The Language Board of Wales, to "protect the Welsh language and promote and facilitate its greater use in Wales". The Board will be responsible for:
  - (a) To keep under review the state of the Welsh language
  - (b) To advise the Secretary of State
  - (c) To coordinate government grants to the language
  - (ch) To advise public bodies on the use of Welsh
  - (d) To formulate guidelines for commercial bodies etc.

Such guidelines shall not have the force of law

(This is one of the main weaknesses of the Act where the recommendations shy away from recommending bilingualism, however limited, on bodies outside the public sector).

The Board will also have the power to run publicity and marketing campaigns etc to promote awareness of Welsh.

Where appropriate the Board can provide grants or loans.

The Board will have up to 12 members appointed by the Secretary of State following consultation with local authorities, public bodies and organisations concerned with any appropriate aspect of life in Wales.

(The Consultation is a new element but is not obligatory. The Board remains appointed by the Secretary of State's patronage and is therefore contrary to Plaid Cymru's belief in the democratisation of such bodies. It is another quango with 8

no assurance that it is in any way representative).

It is proposed that the Income and Corporation Taxes Act 1988 be amended in order to allow businesses to provide for expenditure on the use of Welsh to be tax deductible, as long as such implementation follows the Board's guidelines.

- (vii) For the purposes of the Act the term "Public Bodies" is deemed to include those services and industries privatised by the Government. (Although this ties the large organisations, corporations it is not clear if it will impact in any way on those small companies which have been privatised by local government (under central government influence) eg the numerous companies and organisations which will be offering to run social services which used to run by county councils, and where the need for clear language policies is Paramount)".

The draft document was produced by March Phillips, Plaid Cymru's Spokesperson on Language and culture in February 1991. The document went on to identify 4 'Key elements' omitted from the proposed Act 'Key elements' which it points out were contained in Dafydd Wigley's draft as approved by Plaid Cymru (see Appendix C)

Plaid Cymru's reserved reception of the Welsh Language Board's proposal may be termed mild in comparison to the reception offered by the Welsh Language Society as reported in the free press by reporter Steve Groves in February 1991.

"A four-point rejection of the Draft Bill has been issued and the Society revealed it had sent a detailed submission to Welsh Secretary Mr David Hunt...

They say the whole draft Bill falls down because it gives public bodies a chance to say 'No' to a request to use Welsh in official business if it is felt to be unreasonable or impractical.

The exclusive private sector business form bilingualism rules in the proposed legislation was 'deplored' by the Society. The Society also say the proposed new language board should be 'representative' rather than 'a nominated quango'".

It was reported in the 'Western Mail' in March 1991 that

"The Youth group Urdd Gobaith Cymru delivered a powerful demand to Welsh Secretary David Hunt to get a move on with bringing forward a new language Bill.

The call for immediate action follows immediately after the official Welsh Language Education Committee demanded that the draft he is already considering be widened to include a legal right for teaching of and through Welsh.

They demanded that the Welsh stop squabbling among themselves and accept the draft Bill although the movement said some strengthening was needed to its provisions.

The Urdd who claim to be the largest youth organisation in Wales, said ... "Following the board's publication of its amended recommendations for a new Act, we believe that the long period of consultation and consideration is at an end.

We have now reached the period of practical action. We have seen enough years pass since a new Act was first demanded. If we miss the chance of acting now, it could mean many more years before such a measure becomes law".

It therefore seems reasonable to suggest that some evidence exists to the effect that a number of those organisations and groups which were party to consultations prior to the drafting of the Welsh Language Board's proposal, remain dissatisfied at least in part in relation to its content.

Whilst both the Wigley Bill and the Working Party's Bill attempt to broaden the impact both have as yet failed to gain legislative status.

The impact of pressure group activity appears somewhat fragmented although the fact that the main political parties have seen fit to address the issue in some detail suggests that they acknowledge the continuing importance of the language issue.

It was in the face of this background that South Glamorgan Health Authority introduced its policy on the use of the Welsh language. Although it was certainly not the first Welsh Health Authority to address the subject in policy form it had the advantage of being able to draw upon what had preceded, and this substantial body of knowledge is examined within chapter 2 of this thesis.

\* The Welsh Language Board has produced two separate sets of guidelines both of which are examined in this research.

'A Bilingual Policy Guidelines for the Public Sector' was produced to assist the public sector in adopting a practical approach to the increased use of the Welsh language. These guidelines are featured in section 2 of this thesis.

In addition section 4 contains references to 'Practical Options for the use of Welsh in Business' which is included as Appendix G .

- 1.6 It therefore seems reasonable to examine the terms of reference and composition of the South Glamorgan Working Group together with the time span of development, the end product and the mechanism by which the policy was formally approved.

The operational brief given to South Glamorgan Health Authority's Working Group on the Use of the Welsh Language is detailed as part of the final Policy document produced by the Working Group as follows:

The Working Group consisted of 3 Health Authority members plus 3 officers; The Deputy District General Manager, District Physiotherapist, Principal Administrative Assistant.

The Group met on four occasions between February and October 1988. In October 1988 formal approval of the Policy was given by South Glamorgan Health Authority.

The Group met again on two subsequent occasions to review developments. The Group has now disbanded following the 1991 reorganisation of SGHA.

South Glamorgan Health Authority.

The following document was formally considered by the Authority's Management Board in October 1988 prior to that month's Health Authority meeting at which the Policy - the Use of the Welsh Language was formally approved.

It should be noted that a number of the stipulations itemised in the context of the report had already been submitted in the form of an 'Interim Report' which had gained approval in July 1988.

#### A. INTRODUCTION

At its June 1988 meeting the Authority received and endorsed a series of proposals presented in the form of an interim report by the Members and Officers Working Group on the Use of the Welsh Language.

The purpose of this document is to put forward an initial, substantial policy on the use of the Welsh Language within the South Glamorgan Health Authority and takes into account the Welsh Office directives on the Use of the Welsh Language as they appear in WHSC (IS) 117. This document also includes a section of operational guidelines produced in order that Officers of the Authority might be presented with succinct terms of reference which allow scope for discretion and also allow for local

variation whilst ensuring adherence to basic principles. This policy will need to be reviewed in the light of any Guidelines issuing from the Welsh Language Board and/or any future Welsh language legislation.

#### FUNCTION OF THE POLICY

The South Glamorgan Health Authority has as its overriding responsibility the provision of health care of the highest possible quality, within resources allocated to it, for the people of South Glamorgan, and those who visit South Glamorgan. The policy set out in this report is presented as an integral part of providing health care within South Glamorgan.

The Health Service also has a wider responsibility to the Community which it serves. Use of the Welsh language where appropriate can make a significant contribution to the attitude of patients, visiting families, and indeed of the Community at large, to the work of the particular hospital or service.

#### LINGUISTIC BACKGROUND

##### i) Number of Welsh Speakers

Historical statistics indicate that a significant percentage of the population of South Glamorgan speak Welsh

and that the number of Welsh speakers in the 10-24 age group is, together with current initiatives in the area of education, likely to ensure a continuation of the trend. Current Welsh Language Education initiatives coupled with a renewed interest in the language will undoubtedly be reflected in census statistics.

ii) Number of SGHA Staff who Speak Welsh

The Authority's Computerised Manpower Information database reveals that upwards of 350 staff speak Welsh. This figure is likely to prove a considerable understatement as the database does not include Medical or Dental staff at present. Thus there is considerable potential for the development of Welsh Language initiatives which are explored in this report as a means of enhancing the current service provision.

iii) Education

There are currently 8 Welsh Medium Primary Schools in South Glamorgan catering for between 1500 and 2000 pupils (age group 5-11 years). In addition the County has one Welsh Medium Secondary School which has 986 pupils (age group 11-18 years).

The Health Authority, therefore, serves a population amongst which the ability to speak Welsh is not insignificant. There is currently a greater emphasis on the teaching of the Welsh Language in schools and the impli-



cations of such a measure should not be ignored.

iv) Regional Services

It should also be borne in mind that South Glamorgan Health Authority provides a number of Regional Services in addition to providing a comprehensive local service. These Regional Services treat patients from all parts of Wales, a percentage of whom would be Welsh speakers. Approximately 80-90 percent of Regional Services are currently based in South Glamorgan.

GENERAL PRINCIPLES

a) The Health service in South Glamorgan is a personal service concerned with the health of patients; the relationship between the service and the individuals seeking advice or treatment must be close and intimate. It follows therefore, that in an area such as South Glamorgan the question of language, and the ease with which it can be used and is accessible is an important factor towards achieving this close relationship an in establishing confidence between those providing the service and those seeking it. The Authority is committed to providing, wherever practicable, services in a patient's preferred language. Whilst acknowledging this will not always prove possible officers should always make a considered substan-

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tial effort to provide a service in the preferred language when requested by a patient or client.

- b) The use made of the Welsh Language alongside English can make a significant contribution to the attitude of the community at large to the work of the Health Service.
- c) It must be stressed that the most important factors in the successful implementation of a policy of this kind are public awareness and appreciation and an acceptance of it and a commitment to it by members and staff of the Authority.
- d) The Aim of the Policy is to produce a balanced response to a perceived need in a realistic way.
- e) The policy should be reviewed regularly in the light of any service changes initiatives and any Guidelines issued by the Welsh Language Board or future Welsh language legislation.

## B. POLICY STATEMENT

### GENERAL ADMINISTRATION

This policy encompasses the Welsh Office directives on the Use of the Welsh Language as they appear in WHSC (IS) 117.

- i) The Welsh and English languages will have official status within the administration of the Health Authority: official status will need to be redefined from time to time, in the light of developments on a new Welsh Language Act.
- ii) Wherever possible, at least one member of staff should be available in all locations who is able to communicate with the public in Welsh.
- iii) All communications and correspondence received in the Welsh Language by the Authority or members of its staff from patients, members of the public, or from any other source should be answered in the same language.

#### EMPLOYMENT POLICY

- a) The Authority should strive to ensure that all patients, relatives, and members of the public are able to use their preferred language with reference to their dealings with the Health Service, whether this be Welsh or English. the Health Authority should aim in the long term to provide a sufficient number of staff in every discipline who are able to treat and care for patients in their preferred language. This does not mean that it will be necessary for every

member of staff to be bilingual and the proportion needed will be higher in some situations than in others, but some will be needed everywhere. The intention will be to make steady progress towards the ideal situation where patients, their relatives and the public are able to use their preferred language without difficulty and without having to request a special arrangement.

- b) The Health Authority and the people of South Glamorgan have been served well in the past, and will be in the future, by staff who are bilingual and staff who are not. The selection of staff is one of the most important factors in ensuring a high standard of health care. When appointments are made, many factors have to be taken into account. The final decision about appointments must be made by those members of the Health Authority and/or appointing officers who are interviewing candidates taking into account many factors including qualifications, personal qualities, experience and aptitude for the work, which may include bilingual ability. x

#### WRITTEN COMMUNICATION

As soon as this can be achieved, every sign, notice (form) letterhead and public document should give both

language equal prominence, including temporary signs (eg handwritten notices). (Ideally, there should be a member of staff at District and Unit levels whose duty it is to oversee this policy, and it will be desirable for that person to have sufficient knowledge of both written languages to avoid the need to refer everything back to an official translator).

Many notices, booklets, forms used by the public and documents used in the Health Service in South Glamorgan are produced centrally eg by the Welsh Office of DHSS. These are often not available in Welsh or bilingually. The Authority should press for this to be so, not only for the benefit of those who prefer to use Welsh in South Glamorgan, but also for the benefit of Welsh speaking people in other parts of Wales.

Summary of recommendations already endorsed and approved by the Health Authority

- 1 The answer to an enquiry received in Welsh should be answered in Welsh. In the case of a letter or other written document, this should normally be possible, given that translation services can be obtained. Every effort should be made to deal with oral enquiries in Welsh, but it is accepted that there will be occasions when this will not be possible.

- 2 All authority vehicles should be identified as such in both languages. This is generally the practice at present, but there is no reason why this form of bilingual presentation should not become standard as vehicles are replaced.
- 3 All main external and main internal signs at Authority premises should be in Welsh as well as in English. It is intended that this recommendation would apply to new signs or to signs which are renewed. It is not intended that existing signs be replaced at this stage simply to make them bilingual.
- 4 Letter-headings and certain other relevant printed material should be produced with both Welsh and English given equal prominence. This generally, but not consistently, the practice now. There is every reason to achieve consistency in this particular matter.
- 5 consideration should always be given to producing forms, reports and other printed material which are to be used by members of the public or patients in a bilingual form. The Authority does at present have available a range of printed material in Welsh as well as English, but the Group feels that whenever a document is to be produced or republished, serious thought should be given to either providing it as a

bilingual production or at least including important portions in the Welsh language.

- 6 Staff journals should include material in Welsh. Arrangements should be made to have a portion of the staff newspaper which will be produced by the Authority written in the Welsh language, and the principle should apply to any similar publications in the future.

Summary of further recommendations as contained within this Document

- 1 That Senior members of staff should be appointed at District and Unit levels whose duties include involvement in the implementation and monitoring of this policy.
- 2 That in regular reviews of performance the Management Board includes an item on Welsh Language matters.
- 3 That the Authority's Personnel and Training Policies take account of the Authority's commitment to providing, wherever practicable, a service in a patient/client's preferred language and in particular that the Authority's District Training Department includes within its Training Strategy an element in respect of Welsh Language training.

- 4 That the Authority should give assistance to and make facilities available to those members of staff wishing to learn the Welsh Language, wherever practicable, and to those Welsh speaking staff who wish to improve their ability to communicate in the Welsh Language.
- 5 That the Joint Members and Officers Working Group on the Use of the Welsh Language be reconvened in 12 months to review progress.
- 6 That the Authority endorses the proposals numbered 1-5 above and attempts to ensure implementation as soon as practicable via appropriate negotiation and consultation.

#### C. OPERATIONAL PROCEDURES

##### OPERATIONAL POLICY

- a) There will be a senior member of staff at District and Unit levels whose duty it is to oversee this policy, and it will be desirable for that person to have sufficient knowledge of both written languages to avoid the need to refer everything back to an official translator.

The appointment of these staff at Unit level should be



the responsibility of Unit General Managers. It is envisaged that the member of staff will be involved with/in the implementation and monitoring of this policy and that this should be specified within the member of staff's job description. (INSERT JOB DESCRIPTION HERE). The member of staff appointed should be given sufficient time, facilities and support to achieve the objectives of the Authority's policy. The nominated staff member should ideally be expected to speak Welsh. If not then he/she would be required to establish strong links with Welsh speakers within the Unit/Department.

- b) It is expected that the individual officers will meet as a group on a regular basis. The Group once established will act as a forum for Welsh language matters within South Glamorgan Health Authority.
- c) The General Administration Department will serve as an information coordinating centre and will also liaise between the Authority and the Welsh Office Translation Unit, and Welsh Language Policy Division.
- d) It is proposed that the Management Team should incorporate in each annual review a statement on Welsh Language Matters.

- e) That the Authority should give assistance to and make facilities available to those members of staff wishing to learn the Welsh language wherever practicable and to those Welsh speaking staff who wish to improve their ability to communicate in the Welsh language.

#### OPERATIONAL GUIDELINES

- 1 The answer to an enquiry received in Welsh should be answered in Welsh.

In the case of a letter or other written document, this should normally be possible, given that translation service can be obtained.

Every effort should be made to deal with oral enquiries in Welsh, but it is accepted that there will be occasions when this will not be possible.

- 2 All authority vehicles should be identified as such in both languages.

This is generally the practice at present, but there is no reason why this form of bilingual presentation should not become standard as vehicles are replaced.

- 3 All main external and main internal signs at Authority premises should be in Welsh as well as in English.

It is intended that this recommendation would apply to new signs or to signs which are renewed. It is not intended that existing signs be replaced at this stage simply to make them bilingual.

- 4 Letter-headings and certain other relevant printed material should be produced with both Welsh and English given equal prominence.

This is generally, but not consistently, the practice now. There is every reason to achieve consistency in this particular matter.

- 5 Consideration should always be given to producing forms, reports and other printed material which are to be used by members of the public or patients in a bilingual form.

The Authority does at present have available a range of printed material in Welsh as well as English, but the Group feels that whenever a document is to be produced or republished, serious thought should be given to either providing it as a bilingual production or at least including important portions in the Welsh language.

6 Staff journals should include material in Welsh.

Arrangements should be made to have a portion of the staff newspaper which will be produced by the Authority written in the Welsh language, and the principle should apply to any similar publications in the future.

PROMOTING THE WELSH LANGUAGE

- i) The Authority should identify those members of staff who are bilingual. Those staff who are not bilingual should be encouraged to learn Welsh and the Health Authority should agree to provide the required financial and other assistance to enable this objective to be achieved.
- ii) Recognising that there is a cost to implementing this policy, the Authority should set aside each year, an appropriate sum of money (to be determined by the General Manager and approved by the Chairman) in order to ensure that the policy measures contained in this document are pursued vigorously.
- iii) Welsh Language matters should be reviewed annually at Unit/Central Department level with a view to improving and enhancing communication where reason-

ably practicable.

- iv) Welsh Language Broadcasts and Religious Services should be considered and provided where there is a perceived need and the provision is considered to be reasonably practicable.

#### The Welsh Language and the Media

This Section will be Tabled)

### 1.7 The Relationship Between the Theory of Policy Formulation and the Practice within SGHA

This section relates the theory of the 'root' and 'branch' methods already examined in chapter 1 of this thesis to the way in which SGHA developed its policy on the Use of the Welsh Language'.

As indicated in chapter 1 the Rational Comprehensive (Root) Method with its hallmarks of clarity of objective, explicitness of evaluation, a high degree of comprehensiveness of overview, and wherever possible, quantification of values for mathematical analysis does not lend itself readily to the rather complex problems faced by many public administrations. Welsh language policy falls into this category as its many facets are prohibitive to the comprehensive type of approach. The SGHA Working Group did not isolate ends than seek the means to achieve them, nor did it rely heavily upon theory or undertake a comprehensive analysis accounting for every important relevant factor.

To some extent the formulation exercise reflected the successive limited comparisons (branch) method in that means and ends were not distinctly identified, widespread agreement between Working Group members was seen as the test of 'good' policy and because of the limited time spent on the issue of an exhaustive approach, in terms of

the consideration of potential policies, was not undertaken. Limited comparisons were often restricted to a comparison of the policies already issued by other Welsh Health Authorities namely Gwynedd HA, Clwyd HA, East Dyfed HA and Powys HA.

This observation is not necessarily a criticism of SGHA's approach because, as suggested in chapter 1, the branch method although far from ideal would not necessarily generate poorer results than would an inappropriate attempt to apply the root method to such a complex problem or issue.

## 1.8 Conclusion to Chapter 1

The functions of policy have been clearly defined and ultimately serve as useful performance indicators if specifically applied. Perhaps the key statement within this section is:

"Policy is valueless without action to make it work."

The extent to which SGHA actioned its policy on the use of the welsh language will be examined within chapters 5,6, and 7 of this thesis.

The approaches to policy formulation examined in this chapter in theoretical form will be examined in the context of the practical application later in this thesis, within chapter 8.

This chapter has indicated that the advice issued by the Central Government in connection with the issue of the Welsh language with the exception of the 'Welsh Language Act 1967' takes the form of recommendations rather than directives and thus lacks a certain impact. The Act itself is far from all embracing and thus does not satisfy as a means propagate and encourage the wider use of the language.



## CHAPTER 2

This chapter reviews the extent and content of Welsh language policy across Welsh Health Authorities. This is achieved via a stipulation by stipulation comparative study. The recommendations of the Welsh Language Board serve as a grid and the extent to which each of the Health Authorities' policies correspond with and satisfy the recommendations is noted.

Although the Welsh Language Board Guidelines were produced after the policies were issued, it is felt that collectively they amount to an official statement of what might constitute good practice. The Welsh Language Board, established by the Secretary of State for Wales, while not having the power to invoke sanctions against those organisations which choose to ignore its advice, represents the nearest thing to Government intent in terms of its official communications as is possible in the absence of further legislation.

This chapter concludes with a discussion on a ranked comparison of degree of compliance amongst Welsh Health Authorities and also examines the extent to which each Authority's policy might have been influenced by the number of Welsh speakers living within its boundaries, the timing of the provision and extent of existing provision at such time and finally the possible additional political

pressures which might have had some bearing upon the issue within South Glamorgan Health Authority which includes Cardiff - the Capital of Wales within its boundaries.

This section seeks to identify key differences in the policies of the 4 Health Authorities which have produced policy documents i.e. South Glamorgan, Gwynedd, East Dyfed and Clwyd and to compare with statements from the "Guidelines for the Public Sector" (AppendixQ) produced later by the Welsh Language Board. With regard to each issue, a statement from the Welsh Language Board is presented followed by the related statement from each of the 4 Health Authority policies - if such a statement is made.

2.1 RECONCILIATION OF THE AUTHORITIES'  
POLICIES ON THE USE OF THE WELSH LANGUAGE  
AND THE WELSH LANGUAGE BOARD'S 'GUIDELINES FOR THE  
PUBLIC SECTOR'

1 Welsh Language Board Statement:

"All public bodies should make it clear that members of the public may use either English or Welsh in their dealings with them. The individual's choice of language should be established as early as possible.

South Glamorgan Health Authority Policy Statement:

"The Authority is committed to providing, whenever practicable, services in a patient's preferred language. Whilst acknowledging this will not always prove possible officers should always make a considered substantial effort to provide a service in the preferred language when requested by a patient or client".

East Dyfed Health Authority Policy Statement:

"If a person telephoning or visiting one of the Authority's establishments wished to conduct his business in Welsh, he may of course do so and every assistance will be given whenever possible.

Gwynedd Health Authority Policy Statement:

"Given the linguistic pattern of Gwynedd, the Authority should strive to ensure that all patients, relatives and members of the public are able to use their preferred language with reference to their dealings with the Health Service, whether this be Welsh or English.

Clwyd Health Authority Policy Statement:

"...the Health Authority, being a public body in an area where the Welsh language is in use has a responsibility for the public use of the language for official and administrative purposes and that in converting information to those who prefer to use the Welsh language are adequately provided for.

Findings:

- 1 All Policy Statements place significant emphasis upon and make specific statements in relation to the 'right' of the client to use his/her preferred language when dealing with the Health Authority and all refer to the Health Authority's responsibility to facilitate such action.

- 2 Welsh Language Board Statement:

"Public bodies should consider which posts call for the use of Welsh".

South Glamorgan Health Authority Policy Statement:

No specific stipulation.

East Dyfed Health Authority Policy Statement:

"The recruitment policy of the Authority is to appoint the best candidate for the post. In the event of two candidates being equally suitable preference is given to the appointment of a Welsh speaker".

Gwynedd Health Authority Policy Statement:

"The Authority and its appointing officers will ensure that the linguistic needs of each post which becomes vacant are carefully assessed.

Clwyd Health Authority Policy Statement:

"No specific stipulation.

Findings:

- 2 Policy in relation to recruitment of Welsh speakers varies considerably. East Dyfed Health Authority suggest it should be the deciding factor all other things being equal. Gwynedd Health Authority are committed to assessing the needs of the post. Clwyd

Health Authority's Policy does not address the issue, likewise South Glamorgan's Policy. Therefore only Gwynedd Health Authority's Policy corresponds with Welsh Language Board Guidelines.

3 Welsh Language Board Statement:

"For most public bodies, the switchboard operator and the receptionist are the first points of contact with the public. They should ensure that the public can be greeted bilingually in these situations. If the staff at these points of contact are not fluent Welsh speakers, they should at least be familiar with the basic greetings in Welsh - as a matter of courtesy".

South Glamorgan Health Authority Policy Statement:

No specific stipulation.

East Dyfed Health Authority Policy Statement:

No specific stipulation.

Gwynedd Health Authority Policy Statement:

No specific stipulation.

Clwyd Health Authority Policy Statement:

No specific stipulation.

Findings

- 3 None of the Health Authority Policies contain a provision that corresponds with the Welsh Language Board's guidelines relating to just contact points eg telephonist or receptionist issuing bilingual greetings

4 Welsh Language Board Statement:

"At least one Welsh speaker should be available in every public office where the duties involve one-to-one contact with the public. This would ensure that any person wishing to speak Welsh can be dealt with in Welsh.

South Glamorgan Health Authority Policy Statement:

"The Health Authority should aim, in the long term, to provide sufficient number of staff in every discipline who are able to treat and care for patients in their own languages".

Stipulation a) within section headed 'Operational procedures' 'Operational Policy re appointment of coordinators.

East Dyfed Health Authority Policy Statement:

"...and the Health Authority will provide a sufficient number of staff in every discipline in hospitals and in the community who are able to treat and care for patients in their own language".

Clwyd Health Authority Policy Statement:

"No specific stipulation.

Findings

- 4 With regard to the availability of Welsh speaking staff to deal with clients who wish to use the Welsh language only the Clwyd Health Authority Policy Statement fails to contain a positive statement which might be correlated to the Welsh Language Board's statement.
- 5 Welsh Language Board Statement:

"If no Welsh speaking member of staff is available to deal with a person who wishes to speak Welsh, that person should be offered an alternative appointment or arrangements made for a suitable written reply to be sent in Welsh expeditiously.

Catering for the above suggestions does not mean that all of an authority's staff need to be Welsh speaking. The need will vary, but there should be continuous progress towards a situation where a Welsh service can be offered without having to make special arrangements".

South Glamorgan Health Authority Policy Statement:

"The intention will be to make steady progress towards the ideal situation where patients, their relatives and the public are able to use their

preferred language without difficulty and without having to request a special arrangement."

East Dyfed Health Authority Policy Statement:

No specific stipulation.

Gwynedd Health Authority Policy Statement:

No specific statement.

Clwyd Health Authority Statement:

No specific stipulation.

### Findings

- 5 Only South Glamorgan Health Authority's Policy Statement expressly mirrors the Welsh Language Board's Guideline regarding progressing towards a situation where a Welsh service can be offered without having to make special arrangements.

- 6 Welsh Language Board Statement:

"Staff appointments should be made with this in mind, acknowledging linguistic ability as one of many factors. If non-Welsh speakers are appointed, employers can consider offering practical assistance, such as the payment of course fees to help them learn Welsh. Learners' achievements should be acknowledged and continuously encouraged.

South Glamorgan Health Authority Policy Statement:

"When appointments are made, many factors have to be taken into account. The final decision about appointments must be made by those members of the Health Authority and/or appointing officers who are interviewing candidates taking into account many factors including qualifications, personal qualities, experience and aptitude for work which may include bilingual ability".

East Dyfed Health Authority Policy Statement:

"Whilst it is not possible under present employment law/legislation to make it a condition of employment that non-Welsh speaking recruits should learn Welsh, every encouragement should be given to staff to follow courses of study".



Gwynedd Health Authority Policy Statement:

"Staff who are not bilingual will be encouraged to learn Welsh and the Health Authority is committed to providing the required financial and other assistance to enable this objective to be achieved".

Clwyd Health Authority Policy Statement:

"Where non-Welsh speakers are appointed to posts where there is contact with patients and the public, it is considered reasonable to ask them if they would be prepared to learn Welsh and it is therefore emphasised that, all other things being equal, the ability to speak Welsh must be an advantage.

Findings:

6 All four Policy Statements contain statements similar to the Welsh Language Board's in offering encouragement (and in 3 out of 4 cases/assistance) to staff to learn Welsh.

7 Welsh Language Board Statement:

"Public bodies should ascertain which members of staff are already Welsh speaking and willing to use that ability for the benefit of the service. Welsh speakers who feel the need to improve their fluency should similarly be encouraged and assisted".

South Glamorgan Health Authority Policy Statement:

"The Authority should identify those members of staff who are bilingual. Those staff who are not bilingual should be encouraged to learn Welsh and the Health Authority should agree to provide the required financial and other assistance to enable this objective to be achieved".

East Dyfed Health Authority Policy Statement:

No specific stipulation.

Gwynedd Health Authority Policy Statement:

"The Authority by means of its Bilingual Policy Committee will monitor the implementation of the policy, and this will include the collection of

information annually as regards the number of bilingual staff by discipline, grade and unit.

Clwyd Health Authority Policy Statement:

No specific stipulation.

Findings:

7 Only South Glamorgan Health Authority's Policy and to a lesser extent Gwynedd Health Authority, recognise expressly the importance of identifying (and in South Glamorgan's case/utilising) staff with Welsh language skills.

8 Welsh Language Board Statement:

"Several public bodies are already assisting their employees to learn Welsh, often on a give and take time and cost basis. The Board wishes to acknowledge this valuable cooperation and commends it as a very practical route to increase fluency in Welsh.

South Glamorgan Health Statement:

All comprehensively covered within the Policy Document.

East Dyfed Health Authority Policy Statement:

No specific stipulation.

Gwynedd Health Authority Policy Statement:

As 6.

Clwyd Health Authority Policy Statement:

"It is considered that where staff are to be encouraged to learn to speak Welsh, any training in that language must be regarded as educational training and that, in these circumstances, the fees and expenses of any staff attending courses in their own time should be paid for by the Authority under the regulations for study leave, training and the like".

Findings

8 All four Policy documents contain specific statements which effectively create policy with regard to bilin-

gual signposting.

9 Welsh Language Board Statement:

"If these are not available at present, organisations should consider introducing an element of bilingualism when they are next renewed, reordered or produced. However, all organisations should ensure that their main signs are made bilingual as soon as possible".

Welsh Language Board Statement:

All comprehensively covered within the Policy Document.

"All main external and main internal signs at Authority premises should be in Welsh as well as in English. It is intended that the recommendation would apply to new signs or to signs which are renewed. It is not intended that existing signs be replaced at this stage simply to make them bilingual.

East Dyfed Health Authority Policy Statement:

"The signs and advertisements in public places in Health Authority establishments should be bilingual. These must include directional and information signs, both inside and outside the buildings. Where signs are at present in English only, they should be replaced in bilingual form as soon as possible. All new signs must be bilingual.

Gwynedd Health Authority Policy Statement:

"Every sign, notice, form, letterhead and public document should give both languages equal prominence including temporary signs (eg handwritten notices)".

Clwyd Health Authority Policy Statement:

"Bilingual signs and notices both in and around Health premises are the accepted policy in all new and upgraded buildings.

Where older premises are concerned...that the principle of bilingual signposting be adopted on the following basis:

- (i) That where hospitals have English names of long standing, such as Dobshell, it would be unreasonable to adopt a Welsh name and that it would suffice

if name plates when renewed would read eg Ysbyty  
(Dobshill) Hospital.

- (ii) That ward/department signs within the hospitals,  
and also outside in larger units should be bilin-  
gual only in areas to which the public and patients  
have access.
- (iii) That because of the cost involved in adopting the  
policy, bilingual signposting be 'phased in' to  
existing premises on a priority basis, precedence  
being given to predominantly Welsh speaking loca-  
tions.

### Findings

- 9 Only South Glamorgan's Policy addresses the subject of  
creating an agreed common vocabulary. The Welsh  
Language Board's statement calls for cooperation  
within the Public Sector to ensure uniformity of  
vocabulary.

10 Welsh Language Board Statement:

"There should be cooperation within the public  
sector to ensure uniformity in common vocabulary.

South Glamorgan Health Authority Policy Statement:

To some extent the issue is addressed as follows:

"The Authority style book has a section dealing  
with the Welsh language".

East Dyfed Health Authority Policy Statement:

No specific stipulation.

Gwynedd Health Authority Policy Statement:

No specific stipulation.

Clwyd Health Authority Policy Statement:

No specific stipulation.

### Findings

- 10 The Policies are divided in their approach to bilin-  
gual PR work. South Glamorgan Health Authority's

Policy and Gwynedd Health Authority's Policies comprehensively support such a statement. East Dyfed Health Authority's Policy and Clwyd Health Authority's Policy do not address the issue.

11 Welsh Language Board Statement:

"Press releases and other aspects of any authority's public relations work should be bilingual".

South Glamorgan Health Authority Policy Statement:

"When staffing resources permit, news releases to the media are issued in English and Welsh".

also

"Wherever possible, a Welsh speaker or interpreter is offered to the Welsh media".

and

"Consideration be given to the employment of a Welsh speaking person within the public relations function".

East Dyfed Health Authority Policy Statement:

"No specific stipulation.

Gwynedd Health Authority Policy Statement:

Partly addressed as follows:

"An administrator should be available in all units who is able to communicate with the public and the media in English and Welsh".

"All posts in local newspapers should be advertised in both Welsh and English....will be in bilingual form".

Clwyd Health Authority Policy Statement:

"No specific stipulation.

Findings

11 Only Gwynedd Health Authority (in relation to Health Authority meetings) make a commitment in relation to

bilingual meetings.

12 Welsh Language Board Statement:

"Public bodies should take appropriate measures to ensure that they can conduct their formal meetings bilingually".

South Glamorgan Health Authority Policy Statement:

No specific stipulation.

East Dyfed Health Authority Policy Statement:

No specific stipulation.

Gwynedd Health Authority Policy Statement:

Partly addressed as follows:

"Meetings of the Health Authority will be held bilingually..."

also see 13.

Clwyd Health Authority Policy Statement:

No specific stipulation.

Findings

12 Likewise only Gwynedd Health Authority makes a commitment within its Policy Statement in relation to the provision of translation services at the request of a team or committee.

13 Welsh Languages Board Statement:

"When arranging public meetings, consideration should be given to what practical arrangements are necessary to enable every person to be able to choose to speak in English or Welsh. This is vital with regard to public inquiries or other meetings of a quasi-legal nature. Simultaneous translation equipment should be provided on such occasions since no other means of translation is considered acceptable by now.

South Glamorgan Health Authority Policy Statement:

"Welsh speakers should be available for exhibitions/open days/talks/presentations to the public and staff".

East Dyfed Health Authority Policy Statement:

No specific stipulation.

Gwynedd Health Authority Policy Statement:

"Formal meetings of teams and committees of the Authority can be held in Welsh or English. Translation facilities will be provided by the Health Authority where the team or committee makes such a request".

Clwyd Health Authority Policy Statement:

No specific stipulation.

### Findings

13 Only Gwynedd Health Authority's Policy contained a statement which corresponded directly with the Welsh Language Board Statement on the subject. It was noted however that South Glamorgan Health Authority Policy included a general all encompassing statement with no attempt to differentiate between the varying demands of the differing social situations as detailed.

14 Welsh Language Board Statement:

"Staff magazines should contain material in Welsh and members of staff should be encouraged to contribute in Welsh".

South Glamorgan Health Authority Policy Statement:

"A proportion of the Health Authority newspaper is devoted to material in Welsh".

East Dyfed Health Authority Policy Statement:

No specific stipulation.

Gwynedd Health Authority Policy Statement:

No specific stipulation.

Clwyd Health Authority Policy Statement:

No specific stipulation.

### Findings

14 Only South Glamorgan Health Authority's Policy Statement promotes devoting space in its in house newspaper/staff magazine to material in the Welsh language.

15 Welsh Language Board Statement:

"The specific responsibility for monitoring an organisations' bilingual policy should be vested in appropriate senior members of staff. The policy should be monitored regularly within a formally agreed structure and with clearly defined objectives".

South Glamorgan Health Authority Policy Statement:

"That senior members of staff should be appointed at District and Unit levels whose duties include involvement in the unification and monitoring of this policy".

"It is expected that the individual Officers will meet as a group on a regular basis. The Group once established will act as a forum for Welsh language matters within South Glamorgan Health Authority".

also

"The Joint Members and Officers Working Group on the Use of the Welsh Language be reconvened in 9 to 12 months to review progress and present a written report to the Health Authority".

East Dyfed Health Authority Policy Statement:

No specific stipulation.



Gwynedd Health Authority Policy Statement:

"The Authority, by means of its Bilingual Policy Committee will monitor the implementation of the policy..."

Clwyd Health Authority Policy Statement:

No specific stipulation.

16 Welsh Language Board Statement:

"An authority's annual review should contain a clear statement of policy as regards the use of Welsh and comments on what has been achieved based on the regular monitoring.

South Glamorgan Health Authority Policy Statement:

"That in regular reviews of performance the Management Board includes an item on Welsh language matters".

East Dyfed Health Authority Policy Statement:

No specific stipulation.

Gwynedd Health Authority Policy Statement:

No specific stipulation.

Clwyd Health Authority Policy Statement:

No specific stipulation.

### Findings

16 Only South Glamorgan Health Authority's Policy Statement demands a high level review of Welsh language matters ie at Management Board level.

17 Welsh Language Board Statement:

"No policy should be static: the essence of success is regular improvement and adaptation on the basis of experience".

South Glamorgan Health Authority Policy Statement:

"This policy will need to be reviewed in the light of any Guidelines issuing from the Welsh Language Board and/or any future Welsh language legislation.

East Dyfed Health Authority Policy Statement:

No specific stipulation.

Gwynedd Health Authority Policy Statement:

No specific stipulation.

Clwyd Health Authority Policy Statement:

No specific stipulation.

### Findings

17 Only South Glamorgan Health Authority's Policy Statement recognises the potential need for further adaptations and developments in express terms.

### Conclusion

East Dyfed Health Authority's, Gwynedd Health Authority's and Clwyd Health Authority's Policy Statements although developed within a few years of one another are clearly very different in format and to some extent style. All are relatively brief and in the main fail to address the wider issues eg reviews, effective, ongoing monitoring, vocabulary issues.

The South Glamorgan Health Authority Policy Statement, developed much later, clearly draws upon the earlier policies and was developed further in the light of Welsh Language Board Guidance.

The Welsh Language Board Guidelines appear to draw upon a number of the points contained within the SGHA Policy and indeed similarity of expression is evident. However

clearly conscious of its role the Board's Policy contains additional recommendations and a small number of unifying statements.

2.2 The extent to which the Welsh Health Authorities' Welsh Language Policies satisfy/correspond with the Welsh Language Board Guidelines is reflected in the following ranking. The bracketed figures indicate the number of guideline statements which have been matched by corresponding Policy Statements.

1	SOUTH GLAMORGAN HEALTH AUTHORITY	(12)
2	GWYNEDD HEALTH AUTHORITY	(11)
3	EAST DYFED HEALTH AUTHORITY	(5)
4	CLWYD HEALTH AUTHORITY	(4)

In view of the chronological order of the Policies ie in order of formulation (most recent first)

1	SOUTH GLAMORGAN HEALTH AUTHORITY	(1988)
2	CLWYD HEALTH AUTHORITY	(9/1984)
3	GWYNEDD HEALTH AUTHORITY	(7/1984)
4	EAST DYFED HEALTH AUTHORITY	(1983)

and the lack of correlation between the two sets of rankings, other than the fact that South Glamorgan Health Authority heads both it would appear reasonable to suggest that other factors might have affected the range of issues addressed by the individual policies.

All four policies place significant emphasis on the needs

of the population as served by the Health Authorities. It may also seem reasonable to suggest that the size of the Welsh speaking population may in each case have had some bearing on the initiation and perhaps even the strength of the respective policies.

1981 Population Census and Survey figures remain at the time of writing the most comprehensive and reliable source of such information and the figures laid out below are derived from the aforesaid.

	COUNTY	NUMBER OF WELSH SPEAKERS
1	DYFED	146,213
2	GWYNEDD	135,067
3	CLWYD	69,578
4	SOUTH GLAMORGAN	20,684

This information might gain in significance if the number of Welsh speakers was viewed as a % of the total population of the respective county ie as follows:

1	GWYNEDD	63%
2	DYFED	47%
3	CLWYD	18.7%
4	SOUTH GLAMORGAN	5.7%

Whilst it seems reasonable that the Health Authority serving the smallest number of Welsh speakers should be the last of the 4 to develop a Policy on the Use of the Welsh Language, the question remains why should that same Health Authority produce a policy which in terms of its satisfaction of the Welsh Language Board's Guidelines

prove more comprehensive than any other of the remaining  
3.

It may be that because it was developed some 5-6 years later than the remainder it drew upon existing provision and naturally took the time to develop further stipulations.

Alternatively was political pressure greater upon a Health Authority which serves amongst others the population of Cardiff - Wales largest city and its Capital? A city which contains the Welsh Office and the offices of the Welsh Language Board. In the words of the Welsh Language Society/Cymdeithas yr Iaith Cymraeg "There are more Welsh speakers in Cardiff than in Caernafon, Pwllheli and Aberyswtwyth put together." Ref Letter from Steffan Webb of Cymddeithas yr Iaith Cymraeg, published in 'Cardiff Independent' 12.12.90.

Certainly Welsh language pressure groups have recognised the importance of Cardiff when carrying out their activities.

South Glamorgan is unique amongst Welsh Health Authorities in that it includes within its boundaries approximately 90% of Welsh Regional Services and thus attracts a considerable number of cross boundary flow patients many of which originate from other Welsh counties and although  
no

figures exist to support the theory, a percentage are probably Welsh speakers.

It also seems reasonable to refer to unquantifiable political/personal pressure which may have been a determining factor in the formulation of all the policies.

### CHAPTER 3

This chapter reviews the extent to which each of the 9 Health Authorities within Wales, via their District Supplies Departments, stock and/or print forms and other stationery/printed matter in the medium of the Welsh Language.

The issue is researched via a questionnaire survey and the findings are analysed with reference to the relative size of the Welsh speaking population within each of the respective Health Authority's boundaries.

The extent of a bilingual approach is also investigated and discussed in the same context.

This research exercise is seen as important in terms of the overall study as printed matter may be issued at any stage within patient care, to patient, to relatives, to carers and thus in terms of overall communication is significant in terms of the Health Authority - individual relationship.

- 3.1 Any attempt to measure the extent to which speakers are catered for by Welsh Authorities would be incomplete without reference to/investigation of the extent to which Authorities stock/print forms, stationery produced in the medium of Welsh.

Although ideally any such survey should be comprehensive in its approach and examine the availability, distribution and uptake of such stationery and forms on an all-Wales basis, time and financial constraints dictated otherwise.

It was therefore decided to proceed as follows:

#### Methodology

A brief questionnaire was circulated to the District Supplies Departments of the 9 Welsh Health Authorities together with an explanatory letter. This exercise was undertaken with a view to

- (a) Linking as far as possible the volume findings to available statistics on the number of Welsh speakers served by each of the Health Authorities.
- (b) Examining the nature of the forms and stationery produced in Welsh or bilingually.



A repeat proved necessary as initially only 2 Authorities responded.

### Responses

Six of the 9 Welsh Health Authorities responded, a summary follows. Responses are listed in the following order: Clwyd Health Authority, Pembroke Health Authority, Powys Health Authority, Gwynedd Health Authority, South Glamorgan Health Authority, Mid Glamorgan Health Authority.

Q1 What proportion of letterheads, compliment slips and similar are printed?

TABLE A (Summary of Responses)

Table showing the % of letterheads, compliment slips and similar produced.

	CLWYD	PEMBROKE	POWYS	GWYNEDD	SGHA	MID GLAM
	HA	HA	HA	HA		HA
BILINGUAL	100	25	25	100	100	75
WELSH	NIL	NIL	NIL	NIL	NIL	NIL
ENGLISH	NIL	75	NIL	NIL	NIL	25
TOTALS	100	100	25*	100	100	100

\* ANOMALY

Although the general response rate ie 6/9 clearly reduces the impact of the resultant findings it may still be possible to draw some basic conclusions from the information provided.

### Findings in relation to question 1

None of the Health Authorities which responded claimed to print Welsh only letterheads, compliment slips and similar.

The 3 Welsh Health Authorities' which had issued Welsh Language Policies, printed inhouse 20% or less of forms in a bilingual format.

Q2 How many types of official forms are printed in house, at the request of your health Authority?

TABLE B (Summary of responses)

Table showing in % terms the various types of official forms printed inhouse at the request of each Health Authority.

	CLWYD HA	PEMBROKE HA	POWYS HA	GWYNEDD HA	SGHA	MID GLAM HA
BILINGUAL	NIL*	NIL	INFO LEAFLETS OFFICIAL PROG'S	20	5	NIL
WELSH	NIL	NIL	NIL	NIL	NIL	NIL
ENGLISH	NIL	NIL	NIL	80	95	100
TOTALS	NIL	NIL	NIL	100	100	100

\* Clwyd Health Authority indicated:

"We do not print forms, we invite quotations from outside printers".

"... stock items are obtained from Mid Glamorgan and I have noticed that some are English only and some bilingual".

### Findings in relation to question 2

It was apparent that none of the Health Authorities which responded claimed to print Welsh only forms.

It was also apparent that 3 of the 6 including Gwynedd Health Authority and South Glamorgan Health Authority both of which had Welsh Language Policies printed 20% or less of forms, printed in house, in a bilingual format.

Unfortunately the responses provided by Clwyd Health Authority, Pembrokeshire Health Authority and Powys Health Authority did not facilitate further analysis.

Q3 How many types of official form produced by the Department of Health, HMSO etc regularly ordered by your Health Authority (please quantify) are printed.

Table C

	CLWYD	PEMBROKE	POWYS	GWYNEDD	SGHA	MID
R	HA	HA	HA	HA		GLAM
						HA
BILINGUAL	NIL	NIL	NIL	SOME	NIL	NIL
WELSH	NIL	NIL	NIL	NIL	NIL	NIL
ENGLISH	NIL	100	100	MOST	100	APPROX
						500
TOTAL	NIL	100	100	Un quanti-	100	100
				fiable		

### Findings in relation to question 3

It was apparent that none of the Health Authorities which responded claimed to regularly order official forms.

## Analysis

Interestingly, although the 1981 census figures revealed that 63% of people in Gwynedd spoke Welsh, Gwynedd H.A. did not use Welsh only letterheads, compliment slips and similar or print any Welsh only forms in-house. In fact 80% of official forms produced by Gwynedd H.A. were in English.

This disparity may be accounted for by reason of any of the following: Poor planning, lack of sensitivity, the majority of Welsh speakers also spoke English and their preference was for the latter, or was perceived to be.

The 1981 census also revealed that 18.7% of people in Clwyd spoke Welsh, yet Clwyd H.A. did not use Welsh only letterheads.

South Glamorgan according to the same census had a Welsh speaking population of just 5.7% and S.G.H.A. did not use Welsh only letterheads etc., order any Welsh only forms, or print any Welsh only forms in house.

All 3 Health Authority's however, indicated that 100% of letterheads, compliment slips and similar were bilingual and Gwynedd H.A. and S.G.H.A. printed a relatively small percentage of forms in house in a bilingual form.

The bilingual approach is seen as a (catch all) safety measure and unlikely to offend.

The Welsh speakers in Clywd, Gwynedd and South Glamorgan did not appear to be catered for in the same way as their English speaking counterparts.

#### CHAPTER 4

The absence of at least some effort to review the extent of provision outside of the N.H.S in Wales might wrongly give the reader the impression that the language issue is one peculiar to Health Authorities.

Although motives might vary, organisations operating within the wider public sector, for example local authorities, together with service industries within the private sector have, to varying extents, given thought to intergrating a Welsh language service within their wider provision.

This chapter reviews, with reference to selected national service organisations, the extent of provision with particular emphasis on the practical approach encompassed by the issues of letter headings, printed matter, signposting and translation services together with an investigation of the extent of written policy. Again a questionnaire/letter of enquiry approach was adopted.

In addition Welsh County Councils were targeted using a similar approach.

This chapter concludes with a direct comparison of SGHA's Policy on Use of the Welsh Language and the Central Council for Education Training in Social Work's 'Welsh

Language Policy'. This was seen as significant as both represent influential public sector, client centred, demand led, labour intensive organisations.

4.1 Although this thesis aims to focus on the impact of Welsh Health Authorities' Welsh Language Policies, and in the process necessarily examines the contents and scope of such policies, a cursory examination of policies of other major institutions/ex public utilities will put the matter in perspective. The aim of this exercise is not to undertake a comprehensive review of the overall situation within Wales but to provide a useful indication of the degree of provision with reference to what might be described as a not necessarily representative cross section of major organisations.

Eight organisations were selected on the basis that they fulfilled the following criteria:

- A They are national businesses in UK terms
- B They provide a personal service
- C They operate a number of offices within each Welsh county.

A proforma letter was sent to each organisation's head office in Cardiff asking specifically if the organisation had a written Welsh Language Policy and whether bilingual letter headings, sign posting, literature, translation services were provided.

A number of respondent organisations made specific reference to the Welsh Language Board's publication entitled "Practical Options for the Use of Welsh in Business" (1990) - See Appendix 0 summary of responses follows:



The following organisations did not respond to a written request:

Midland Bank PLC

The Bank of Wales

Eight organisations were approached. Six responded, four in writing, two verbally. Two failed to respond.

The responses suggest the following findings:

- 1 Bilingual sign posting is being introduced or has been introduced by the majority or respondent organisations.
- 2 The majority or respondent organisations had bilingual literature available.
- 3 The majority of respondent organisations had bilingual counter services available.
- 4 Two of the six respondent organisations offered considerable support to major Welsh cultural events.
- 5 Two of the six respondent organisations indicated that they intended to implement the Welsh Language Board's 21 point guidelines.

It appears, therefore, that while an attempt to meet some of the guidelines is clearly being made by many large organisations this is not, however, by any means universal. If compared with Health Authorities it can broadly be concluded that there appears to be less written policy but operational communication and service provision in the Welsh language was not any less evident

as a result.

As discussed in the Introduction to this thesis it may be that such organisations had different, perhaps commercial motives in addressing the language issue whereas the Health Authorities present themselves as a near monopoly to the majority of people.

TABULAR SUMMARY OF RESPONSES

<u>ORGANISATION</u>	<u>STATUS</u>	<u>RESPONSE</u>	<u>SUMMARY OF PROVISIONS AS INDICATED</u>
SOUTH WALES ELECTRICITY	PUBLIC SECTOR	WRITTEN	HAS AGREED TO INTRODUCE THE WELSH LANGUAGE BOARD'S 21 POINT GUIDELINES. ON A PHASED, EVOLUTIONARY BASIS BILINGUAL SIGNPOSTING IS BEING INTRODUCED. BILINGUAL LETTER HEADINGS, LEAFLETS, BILLS, ANNUAL REPORTS IN EXISTENCE
BRITISH GAS	PLC	VERBAL	BILINGUAL SIGNPOSTING PRESENT IN OFFICES SITED WITHIN WELSH SPEAKING AREAS. ORGANISATION PROVIDES SUPPORT TO THE WELSH LANGUAGE CULTURAL EVENTS INCLUDING THE NATIONAL EISTEDDFOD.
NATIONAL WESTMINSTER BANK	PLC	WRITTEN	BILINGUAL SIGNS AND WELSH SPEAKER PRESENT IN A GREAT MANY BRANCHES BANK PUBLICATIONS ARE AVAILABLE IN THE WELSH LANGUAGE. ORGANISATION PROVIDES CONSIDERABLE ASSISTANCE TO BOTH THE URDD AND THE NATIONAL EISTEDDFOD
BARCLAYS BANK	PLC	WRITTEN	INTENDS TO COMPLY IN PART OR IN FULL WITH THE WELSH LANGUAGE BOARD'S 21 POINT GUIDELINES. EXISTING PROVISIONS INCLUDE BILINGUAL LETTER HEADINGS, COMPLIMENT SLIPS, LEAFLETS ETC. BILINGUAL COUNTER SERVICES AT CERTAIN BRANCHES WITHIN WALES A WELSH LANGUAGE TILL AT THE CITY CENTRE BRANCH IN CARDIFF.
LLOYDS BANK	PLC	WRITTEN	REGULARLY LIAISES WITH THE WELSH LANGUAGE BOARD. BILINGUAL SIGNPOSTING, BILINGUAL STAFF, BILINGUAL AND WELSH LANGUAGE LEAFLETS ALL IN EXISTENCE TO VARYING DEGREES. WELSH LANGUAGE TILL AT THE QUEEN ST, CARDIFF BRANCH, COMMITTED TO SENDING 25 STAFF ON A WELSH LANGUAGE COURSE IN THE SUMMER OF 1990.
WELSH WATER AUTHORITY	PLC	VERBAL	POLICY UNDER REVIEW CURRENT PROVISIONS INCLUDE BILINGUAL BILLS AND PUBLICATIONS/LEAFLETS.

#### 4.2 Welsh County Councils.

In the main Welsh County Council boundaries coincide with Health Authority boundaries. Given that both types of organisation operate public services and also may be termed large scale employing organisations it seemed reasonable to survey the extent of Welsh language provision within Welsh County Councils.

#### Methodology

A questionnaire method was preferred as only limited information was required and the target group, ie the Welsh County Council Chief Executives/Chief Clerks were geographically widespread.

The questionnaire, which was forwarded with an explanatory letter contained 3 questions (2 closed and 1 open), and was designed to soliciting basic information in connection with policy provision and/or official stance in connection with the use of the Welsh language within the respective County Councils.

### Response

Only 3 of the 8 targetted County Councils returned completed questionnaires namely:

Clwyd County Council which like its corresponding Health Authority had a written policy on the Use of the Welsh language. The current version of the policy had been operational for between 2 and 5 years and there had been earlier versions.

Dyfed County Council was preparing a written policy in the use of the Welsh language and claimed to have a long established practice of serving the public bilingually.

Gwent County Council did not have a written policy and indicated that consideration is given to issues as and when they arise.

4.3 Comparison between South Glamorgan Health Authority's 'Policy on the Use of the Welsh language' and Central Council for Education and Training in Social Work's 'Welsh Language Policy' (Appendix P)

The 3 principles expressly specified in the Central Council for Education and Training in Social Work's policy are common to both policies. The concept of equal status, the client's right to choose the language of interaction with the social work agency and its workers and the provision of Welsh medium education and training (although South Glamorgan Health Authority's policy has a slightly different connotation in this respect) are considered to be cornerstones by both organisations.

This section will firstly address the similarities between the policies before attempting to identify any differences which might prove apparent. It should however be borne in mind that as the structure and functions of the respective organisations vary then certain stipulations are unique to the organisation in question and therefore unless a common or additional underlying theme/concept or principle which could apply equally to both organisations can be identified they will be ignored for the purposes of this section.

Both policies stipulate that written communications including "signs" "notices" and "letterheads" and

"documents" should be "bilingual"/"give both languages equal prominence".

Both policies make reference to/propose an internal mechanism for reviewing or evaluating the respective policy's implementation. Likewise both policies make reference to/propose the establishment of advisory and or consultative structures. Both policies indicate the need for the involvement of a senior staff member and the necessary involvement of staff at various levels.

One of the main differences between the two is that the South Glamorgan Health Authority policy concentrates on an equal prominence bilingual approach to written communication while the Central Council for Education and Training in social Work's policy states

"Where both languages appear together precedence should be given to the Welsh language."

South Glamorgan Health Authority's policy aims to respond to the challenges it lays down via the effective utilisation of Welsh speakers already employed by the Authority and by encouraging non Welsh speakers to develop linguistic skills The Central Council for Education and Training in Social Work's policy meanwhile goes further by stipulating:



"The requirement for Central Council for Education and Training in Social Work's staff in Wales to be bilingual should be stipulated in all its advertisements. If it is not possible to recruit Welsh speakers, Central Council for Education and Training in Social Work should ensure their commitment to learning the Welsh language and assist and support them practically to this end"

thus recruitment of additional bilingual staff is seen as the key to successful implementation and development of existing staff receives less emphasis.

Despite these differences both policies recognise that effective implementation can only be achieved at a cost (£'s) and that proper budgetary provisions will need to be made.

## CHAPTER 5

This chapter begins with a series of observations on the decline in the number of Welsh speakers within Wales over the course of the 20th Century. The discussion continues by linking the degree of influence an organisation may have with the size of the population it serves before reaching the conclusion that the overall influence of a policy is dependant upon the degree of commitment exhibited by the individuals responsible for its implementation and the extent of resources made available to them.

The second part of the chapter examines the pre policy situation within South Glamorgan Health Authority with reference to a questionnaire survey of Health Authority managers which took place in April 1988 having been enacted by a member of SGHA's Working Group on the Use of the Welsh Language the basic findings are then discussed.

At this stage another central referencing tool is established in the form of 'stages of successful implementation'. This becomes a central theme which continues throughout the remainder of the thesis. Having done this, the first stages of the evaluation are completed via a questionnaire survey targeting unit managers and a review of the extent to which the post

policy training provision reflects the policy stipulations.

The chapter concludes with a critical appraisal of SGHA's attempt to evaluate the success of the introduction of its policy.

#### 5.1 The Impact of South Glamorgan Health Authority's Policy on the Use of the Welsh Language

Baker (ref Baker 'Aspects of Bilingualism' 1983) suggests that bilingualism is often about minorities in the majority.

Whilst it may be true to say that there has been a development of new interest in the Welsh language and its associated culture the question remains as to whether usage has increased to any significant extent.

Baker (ref) detailed the arithmetic decline of the Welsh speaking population in the 20th century.

The 1901 Census suggested that approximately 50% of people in Wales were able to speak Welsh. Only 37% of people spoke Welsh according to 1931 Census figures. By the time of the 1981 Census, figures suggested that only 19% of the people in Wales could speak Welsh.

Although the validity of the Census figures remains a cause of disagreement, it is generally accepted that the number of Welsh speakers in Wales has declined sharply since the turn of the century. \*

Williams (ref) focusing on Wales but in a comparative context of Finland and Canada identified two opposing and

• Culture - R. Williams - 1981 - Glasgow Fontana.

conflicting forces at work: the right of an individual regardless of language and culture and the rights of groups of distinctive linguistic and cultural character. For example, the individual right of freedom of choice in education or equal access to vocational opportunity may be at the cost of the preservation of a minority language.

The resolution of the conflict between individual and group rights depends mostly on Government. At the time of writing a Welsh Language Act does not exist and as previously discussed the principle of equal validity stands. In the absence of definitive legislation, organisational policies collectively probably remain the single greatest documented source of guidance within Welsh society.

For this reason the greater the size of a policy's target group and the greater the scope and emphasis of the said policy, the greater the potential impact of that policy. However one variable remains ie the degree to which the policy has been acted upon. This depends to a great extent on the commitment of those individuals charged with responsibility for its implementation and the resources afforded to them.

This section aims to assess the extent to which the Policy has been communicated and implemented.

5.2 Prior to analysing the post policy position, the situation within the Authority prior to October 1988 should be examined.

In April of the same year the Authority's Deputy General Manager (who had served on the Authority's Members and Officers Working Group on the Use of the Welsh Language since its inception in Feb 1988) wrote to all Units, Central Departments and functional heads enclosing a questionnaire in an attempt to establish a representative picture of practices and facilities operational at that time.

In all 43 questionnaires were circulated; 29 to Units and Central Departments and 14 to functional heads. Of these 31 (72%) were returned. Unfortunately it proved impossible to subdivide this figure further because the questionnaire did not require the respondent to sign or identify themselves. This may be perceived as a design fault.

Responses to each questionnaire are summarised below in the order in which they appeared in the questionnaire. Brief comments follow each set.

Q1 If your department/hospital received a letter written in Welsh, how would you set about dealing with it?

R 17 respondents indicated that they would involve Welsh speaking staff from within their own operation, 8 indicated that they would get the letter translated by a non specific interpreter/translator, 3 indicated that they would refer to an appropriate interpreters list.

1 indicated that they would seek advice from District.

1 indicated that they would consult the Welsh Office translation service.

The vague wording of the question allowed interpretation. As a result a number of responses failed to indicate which channels (ie specific persons/departments) as opposed to mechanics they would utilise.

Generally however, it was found that the majority of respondents, infact all would make efforts to arrange a translation.

Q2 Please give an indication as to the number of letters written in Welsh received by your department/section of the hospital during the last 12 months.

R 30 respondents indicated that less than 5 had been received during the period. Of these, 6 took the time to indicate that no letters written in Welsh had been received within the period and 2 of these extended the period to 11 and 5 years.

The responses may appear to indicate that the demand for a Welsh language facility was negligible. However the low level demand in this form may also be interpreted as indicative of the fact that the vast majority of people who would prefer to use Welsh when corresponding with the Health Authority also anticipate that to do so would prove problematic and thus do not.

Q3 Are your letter headings bilingual?

R 'Yes' = 26

'No' = 2

'Some only' = 2

One respondent indicated that only part of the letterheading was in both Welsh and English.

The responses suggest that this item was perceived as an area in need of urgent, specific attention.

Q4 Does your hospital/department site benefit from bilingual signposting?

R 'Yes' = 2

'Some' = 1

'No' = 27

'N/A' = 1



The responses suggest that this item would need to be addressed within the context of any policy on the Use of the Welsh Language which the Authority might subsequently wish to introduce.

Q5 If your answer to question 4 is yes, please indicate whether the signposting is external, internal or both.

R Only 2 respondents fell into this category and both subsequently indicated that the signposting in question was external.

It is therefore possible to conclude that virtually none of the hospitals/departments associated with the respondents benefited from bilingual, internal signposting.

Q6 Has your department ever received any correspondence from the public on the subject of bilingual signposting, letterheadings, literature or similar?

R 'Yes' = 5

'No' = 26 (including one, 'not to my knowledge').

Once again whilst these responses maybe interpreted as an indication that demand is low, it is possible that the public in general ie those who would be in favour

of bilingualism have been influenced by society to accept English only and thus do not as a rule make such enquiries/demands/requests/complaints.

Q7 If you have answered 'yes' to question 6 above please give an indication as to the number of requests received in the last 12 months.

R Of the 5 respondents eligible to respond to this question, 3 replied '2'

1 replied '1 or 2'

1 replied 'over a year ago, one letter'.

Q8 How do you deal with people who wish to converse in the Welsh language? Do you have sufficient staff or interpreters who can speak Welsh?

#### COMMENT

This question was poorly designed. As well as consisting of 2 distinctly separate questions, the second actually leads the respondent towards a preferred response.

R As might be expected many respondents answered only one of the 2 questions and thus it is difficult to present a summary of responses. It is possible however to glean the following information:

Seven either indicated firmly that they did not have sufficient staff or interpreters who could speak Welsh, or that only either one or 2 such persons were available.

Seven indicated to the effect that a significant or sufficient number of staff were available.

Two indicated that a number of staff were available but not necessarily at a specific point as required.

Nine indicated that demand had proved negligible or non existent.

Three indicated that they would refer to the relevant interpreters listing.

Two indicated that their first step would be to ask the person to speak English.

It was difficult to draw any conclusions because of the poorly designed/worded question.

The most interesting piece of information to emerge was that 2 respondents would have asked the person to speak English. This may be interpreted as a lack of sensitivity on the part of the respondent particularly

as both continued by describing the steps which might be taken in the case of the person refusing. ie involve a staff member who could communicate effectively in the medium of Welsh. Thus it is easy to pose the question 'if the facility exists why not utilise it when the situation demands it, rather than risk offending the client'?

5.3 Any attempt to assess the impact of the Authority's Policy on the Use of the Welsh Language would be incomplete without reference to those general policy stipulations which apply.

Given that the 5 Units (ie 4 hospital units and one Community Unit) collectively account for the vast majority of patients related services it seemed reasonable to target those managers with operational level responsibility at Unit level, with a view to ascertaining the extent of compliance.

There follows a description of the exercise:

#### DESIGN:

The questions were strictly based on the applicable policy stipulations.

#### METHODOLOGY:

Following consideration of the various options, it was decided that the questionnaire method was the most appropriate. This decision was based on the facts that:

- (a) the target group consisted of only 5 individuals
- (b) 'closed questions' were most likely to generate specific answers and thus facilitate uncontaminated findings
- (c) it was felt that because of time pressures the individuals concerned were more likely to respond to a short questionnaire than a request that they take part

in a structured interview.

Thus a questionnaire Appendix R was posted to each of the 5 Assistant Unit General Managers, dated 7.3.91. The questionnaire consisted of 5 main questions plus 3 sub questions.

#### RESPONSE RATE:

Five out of 5 responses were received.

#### FINDINGS:

Q1 "Has your Unit supported a nominated officer charged with responsibility for coordinating Welsh language matters and for liaising with District Officers with a view to implementing, monitoring and developing the Authority's Policy on the Use of the Welsh Language?"

#### RESPONSE:

All 5 respondents replied 'yes' indicating that the key stipulation had been satisfied (please see footnote).

Q2 (a) "What proportion of vehicles purchased from your Unit's budget since October 1988 have been marked/fixed with bilingual identification?"

R All respondents replied that 'No vehicles have been purchased' suggesting that this particular question was invalid.

Q2 (b) "If not 'all' what constraints have been operative?"

Q3 (a) "What proportion of all signs purchased from your Unit's budget since October 1988 have ordered in bilingual format?"

R (a) None = 1

- (b) About half = 1
- (c) Most = 1
- (d) All = 1
- (e) No signs have been purchased = 1

3 (b) "If you have not answered "all" what constraints have been operative?"

R Of the 4 respondents eligible to answer the question as posed i.e. (a) (b) (c) (e).

(a) wrote "The major constraint for purchasing English and Welsh signs is the space available within the hospitals for erecting the signs. Due to the large number of signs required in a hospital it often becomes impractical to provide them in English and Welsh. The cost is also prohibitive".

(b) indicated "Not always remembered by Ordering Officer".

(c) indicated "Policy recently introduced to bring in all bilingual but some signs were ordered from District".

(e) indicated "Financial and availability of works staff and services".

The mixed response indicates that there are many factors which might influence whether or not a particular unit would order a bilingual or English

only sign. Given that the ordering unit and not district or any other party pay the resultant invoice then it was hardly a surprise to note 'cost' as a prohibitive factor.

Practicality is another factor which only the ordering unit can readily address.



Thus it is suggested that even if figures indicating the number of Welsh, English, bilingual signs ordered were available it would not prove possible to draw any detailed conclusions in relation to whether the Unit had seriously considered the policy stipulation without examining each order in context.

Q4 (a) "What proportion of letterheadings, compliment slips and similar purchased from your Unit's budget since October 1988 have been ordered in bilingual format?"

R Four of the 5 respondents ticked the 'all' box, the remaining respondent ticked the 'most' box and in reply to

Q4 (b) "If you have not answered 'All' what constraints have been operative?"

Responded "Although most of our stationery headings are bilingual, there may well be a few that slip through the net. It is general policy that all letter headings, compliment slips etc, should be bilingual".

Thus the collective responses suggest that the hospital Units satisfied the specific policy stipulation. It should however be noted that the pre-policy survey of the situation reveals that on an Authority wide basis, the majority of letter headings and compliment slips were bilingual.

Q5 "Have you access to a comprehensive listing of staff from your Unit who are able to speak fluent Welsh?"

R All 5 respondents ticked the 'yes' box.

Welsh speakers together with speakers of languages other than English are listed in the form of an interpreters list by the Authority.

The overall observation from this exercise is again one of mixed responses and an impression of a certain degree of indifference toward the policy. Certainly the response" not always remembered by Ordering Officer" shows a rather cavalier attitude to the policy.

#### FOOTNOTE

One Unit Co-ordinator asked the author if he knew who the Nominated Officer was for another unit.

#### 5.4 Stages of Successful Implementation

Any attempt to evaluate the implementation of South Glamorgan Health Authority's Policy on the Use of the Welsh Language should begin with the identification of the ordered chain of events which would naturally lead to the achievement of the policy objectives. This chain would be dependent upon the policy stipulations, the implementation strategy and of course the stated objectives.

It is suggested that the policy stipulations would have needed to be satisfied in the following order if the stated objectives were to be achieved.

- 1 "That Senior members of staff should be appointed at District and Unit levels whose duties include involvement in the communication, implementation and monitoring of this policy."

This primary stipulation underpins the fundamental requirement common to any policy that responsible persons be identified in order to facilitate the satisfaction of the policy stipulations.

- 2 That Welsh speaking staff be identified as such and an ongoing record be maintained for operational purposes.

Unless this is achieved it would prove extremely impractical to establish the Welsh medium communications structure necessary to ensure that ongoing record be maintained for operational purposes.

"The answer to an enquiry received in Welsh should be answered in Welsh... Every effort should be made to deal with oral enquiries in Welsh, but it is accepted that there will be occasions when this will not be possible."

- 3 Demand for bilingual forms would need to be assessed and sufficient Welsh speaking staff made available to deal with and monitor the ongoing situation.

Unless these 3 points are addressed satisfactorily then the base necessary for effective implementation will not have been established. All 3 points are staff related and would establish the basic infrastructure from which the situation may be successfully developed. unless staff are organised to respond to existing demand then, in the light of the policy, criticism is likely to accrue to the Authority and its staff. Once a solid 'platform' has been established then those policy stipulations necessary to extend the scope of provision can be addressed.

- 4 "That the Authority should give assistance to and make facilities available to those members of staff willing to learn the Welsh Language, wherever practicable and to those Welsh speaking staff who wish to improve their ability to communicate in the Welsh Language."

In making such facilities available Authority may need to involve staff who are already able to provide a service via the medium of the Welsh Language and have been identified as such.

Assuming that demand is measured and evidence is forthcoming that the service and issue needs to be developed further, then satisfaction of this stipulation is essential if presented by its own policy.

- 5 The remaining operational stipulations namely:  
"All Authority vehicles should be identified as such in both languages. This is generally the practice at present, but there is no reason why this form of bilingual presentation should not become standard as vehicles are replaced."
- 5 "All main external and main internal signs at Authority premises should be in Welsh as well as in English. It is intended that this recommendation would apply to new signs or to signs which are renewed. It is generally, but not consistently the practice now."
- 5 "Letter headings and certain other relevant printed materials should be produced with both English and Welsh given equal prominence this is generally but not consistently the practice now. There is every reason to achieve consistency in this particular matter."
- 5 "Consideration should always be given to producing forms, reports and other printed material which are to be used by members of the public, or patients in a bilingual form."
- 5 "Staff journals should include material in Welsh. Arrangements should be made to have a portion of staff newspaper.... written in the Welsh Language and the principle should apply to any similar publication in the future."  
May be implemented simultaneously.

All would serve to promote the language, create an environment which would

appear to encourage Welsh medium communication alongside English and present a bilingual customer orientated image.

The remaining stipulations namely:

- 6 "That in regular reviews of performance the Management Board includes an item on Welsh Language matters."
- 6 "That the Authority's Personnel and Training Policies take account of the Authority's commitment to providing, whenever practicable, a service in a patient's/client's preferred language and in particular that the Authority's District Training Department includes, within its Training Strategy, an element of Welsh Language Training."

These stipulations are related to planning and monitoring and thus are dependent upon the satisfaction or part satisfaction of the stipulation placed earlier in the chain.

It is felt that unless the policy stipulations are satisfied in the order specified then the chain of events necessary for effective implementation will be broken and this will probably be reflected in the research findings contained within this thesis.

South Glamorgan Health Authority's 'Policy on the Use of the Welsh Language' contains a number of training related stipulations designed to help propagate the use of Welsh. At the same time these statements collectively serve as recognition of the fact that Authority employees will need to update existing skills and/or acquire Welsh language skills if the policy is to be implemented successfully.

Statistics provided by South Glamorgan Health Authority's Unit based Manpower Information System (11/90) reveal that the numbers of Welsh speakers working within each of the 5 Units bear little relation to overall staffing levels.

Within Unit 1 (Community Health Unit) only 15 of the 958 staff (1.6%) had been identified as Welsh speakers.

Within Unit 2 177 of 2759 staff	(6.4%)
Within Unit 3 105 of 2229 staff	(4.7%)
Within Unit 4 67 of 1701 staff	(3.9%)
Within Unit 5 77 of 1941 staff	(4.0%)

It should be noted that Unit 1 termed its statistics on under-estimation. In the light of these facts an investigation was pursued as follows:

5.5 Given the ambitious nature of the SGHA language policy, it is clear that successful implementation will require a certain fluency in the Welsh language among a sizeable (minority) proportion of staff, particularly among those involved directly with patients and the public. While no attempt has been made as part of this research to estimate the percentage of SGHA employees who can speak/write Welsh, anyone familiar with working in the District will be aware that the number of Welsh speakers is small. Accordingly successful implementation of the language policy will require a training programme sufficiently vigorous to encourage people to learn/improve Welsh. At the same time steps will have to be taken to ensure that those who express an interest in language training are given the opportunity of doing so either through in-house course or on courses offered outside the District.

The current research would ideally have examined the training provision prior to and after the introduction of the policy to identify changes made in demand stimulation and course provision and support as a result of the Policy. Time and other constraints made this unfeasible. Instead, a survey of the situation post-policy was undertaken. The survey had four broad aims;

1. to assess the demand for Welsh language courses by staff
2. to consider the extent to which the Units were operating an integrated approach to language training in conjunction with the District
3. to examine the extent of any action taken
4. to identify the constraints.

The District Training Manager and to each of the 5 Unit Personnel Managers who have responsibility for staff training were invited to participate in semi-structure interviews. Two Unit Personnel Managers nominated someone to participate in their place. Each interviewee was invited to respond to 10 questions designed to glean information on the above four categories.

#### 1. Demand;

Questions 1 and 3 refer to the demand for language training. Results of these questions demonstrate a total absence of demand from staff. Neither any of the Units, nor the District Training Department had received a single formal enquiry about Welsh language course in the 12 months preceeding the interview, although Unit 1 reported many informal requests.



## 2. Co-ordination of approach;

Questions 7 and 8 referred to Units awareness of courses offered by the District Training Department and to District-Unit communications on the issue.

District confirmed that in fact no course were offered blaming lack of demand and absence of pressure from District management. It was further revealed that the District Training Department had not been required to submit an annual training strategy since the date that the Policy was introduced because of an anticipated large scale reorganisation of the Authority.

Only one Unit replied that they had inquired of District as to the provision of in-house Welsh Language Courses .

## 3. Strength of Action:

Questions 4, 5, 6 and 9 referred to the strength of action taken to implement the Policy

Regarding provision of courses, only one Unit held an in-house course since October 1988. Not a single Unit, nor District had approved attendance at courses outside the Authority in the last two years. With respect to the priority given to Welsh language training all agreed that this was of low, or even no priority

#### 4. Constraints.

Identified constraints included lack of resources, lack of commitment, lack of central driving force, sickness of key staff and lack of demand.

#### Discussion:

It is clear from the responses given that there is virtually no effort being made at either Unit or District level to either stimulate demand for training, provide in-house courses, or publicise and support outside courses. This apparent absence of commitment, further reflected in the very low priority rating given language training seems to be principally due to two factors; a lack of drive by District Managers to ensure that pressure is applied where necessary to ensure successful implementation of the Policy and, related to this, the absence of the provision of resources to carry out the Policy.

What was perhaps most surprising was that on a scale of 0 - 10 where 0 = no priority and 10 = top priority, The District Training Department gave a score of "virtually 0". This was, of course, an exceptional year for the NHS with the implementation of the NHS and Community Care act. Clearly, new skills would be required to successfully implement the purchaser/provider split

### Comment

In terms of the chain of development established earlier in this thesis, responses suggest that the Authority has failed to establish the fourth link in the chain, and thereby the means to progress as desirable and meet any upward movement in demand, for the Welsh medium services which may occur in the future.

5.6 Critical Appraisal of the way in which South Glamorgan Health Authority's Policy on the Use of the Welsh Language was formulated and implemented

As outlined in section one of this thesis, South Glamorgan Health Authority prompted by a perceived, imminent Welsh Language Act established a Working Group consisting of both Members and Officers. However, in the absence of any evidence to the contrary, it appears that the Members were selected because they were bilingual. The composition of the officer members was less than straightforward in that only one of the 3 was bilingual and the remaining two English speakers one of whom had started to learn the Welsh language. Only two disciplines in Physiotherapy and Administration were represented at Officer level. Notably, although the Group was unrepresentative in composition no attempt was made to involve other officers or representatives in terms of the Group itself. This is perceived as a shortcoming and may account in part for the poor communication of the Policy as evident in the survey results contained within section 7 of this thesis.

Although the Working Group made attempts to find out the extent to which such Policies were evident within other Welsh Health Authorities no attempt was made to review the nature and extent of such policy provision in similar

organisations outside of the NHS. This is perceived as a case of 'narrow vision' on the part of the Health Authority in that there is an inbuilt assumption which is according to the findings within section 3 of this thesis, that such policies are either non existent or would offer little assistance in terms of the formulation of the South Glamorgan Health Authority policy.

A key omission in the formulation process was the failure to adopt a budget strategy in order to fund the implementation process. A number of failures within the implementations may be partly or wholly attributable to lack of adequate funding.

In terms of the implementation process clearly the findings within section 7 suggest that communication of the Policy was inadequate. Successful implementation can only be achieved via successful communication.

On a more specific note the failure of the nominated officers at Unit and District levels to form themselves into a group and thus a mechanism for joint problem solving and discussion is likely to have contributed towards the situation as identified.

Finally the failure to objectively review the implementation process and take corrective or further/remedial action as necessary appears to have resulted in at best

patchy, at worst non existent progress.

The Policy detailed the need to respond in a preferred language yet no mechanism apparently exists to identify a patients preferred language. Definition of such a mechanism is seen as essential.

The proposed recommendations, in section 8 aim to take account of the perceived failings related to the South Glamorgan Health Authority's Policy on the Use of the Welsh language and to offer a set of guidelines which if followed would assist a large, multi-disciplinary, public sector organisation to successfully develop and implement a policy on the Use of the Welsh language.

5.7 At the time that the Authority approved the policy on the use of the Welsh language it noted and endorsed a recommendation by the Members and Officers Working Group, that the Group should reconvene in 6-12 months time (time base October 1988) to review the implementation of the Policy.

The Joint Working Group infact met in November 1989, and stated in its resultant report that:

"Based on the information presented to and discussed at this meeting, the Working Group believes that the Policy has made a useful contribution within the Authority to the overall desire to improve the quality of services to patients, visitors and the public at large".

The report then proceeded to draw attention to a "number of features of the Policy which help demonstrate aspects of its implementation" under the general heading of 'Review'.

The Collins (1981) English Dictionary defines review as 'general survey...'

Although it seems reasonable for a general survey to make reference to most if not all of the specific Policy stipulations the review made reference to just 3 of the Policy's 10 stipulations as follows:

"Articles in a bilingual format have been included in the Authority's Staff Newspaper and this will continue on a regular basis".

Which attempts to address the stipulation

"Staff journals should include material in Welsh. Arrangements should be made to have a portion of the staff newspaper, which will be produced by the Authority, written in the Welsh language and the principle should apply to any similar publication in the future".

Although the review statement is correct no attempt to quantify the extent is evident. Furthermore the staff newspaper referred to ie 'Healthlines' is not the Authority's only large scale journal 'Supplieswise' and 'Health and Safety Bulletin' are 2 others with large scale circulation yet neither is mentioned.

For a comprehensive review in relation to this item please see page 172/ 173/ 174.

"In Unit 3, Mr Handel Walters, has initiated a Welsh learning group, based at the CRI which has between 20-25 members of staff attending each week. In addition to this several Welsh conversation groups meet during the lunch hour on a regular basis".

Which attempts to address the stipulation:

"That the Authority should give assistance to and make facilities available to those members of staff willing to learn the Welsh language, wherever practicable and to those Welsh speaking staff who wish to improve their ability to communicate in the Welsh language".

The review statements only make reference to the situation within Unit 3 which employs 2229 of the Authority's 12831 staff (November 1990 figures), it is therefore reasonable to suggest that the review in relation to this stipulation is less than comprehensive in terms of its survey and that the statement although factually correct is not representative of the Authority in general and only partially addresses a Policy stipulation which was designed to address the wider training issues which naturally arise when any large scale organisation seriously attempts to implement a language policy.



Finally the review document claims that:

"Where the Authority's properties are upgraded and refurbished. main signs are provided in both Welsh and English and this will continue".

In response to the Policy Stipulation:

"All main external and main internal signs at Authority premises should be in Welsh as well as in English. It is intended that this recommendation would apply to new signs which are renewed. It is generally but not consistently the practice now. There is every reason to achieve consistency in this particular matter".

The findings of the survey of units in relation to the level of compliance with the policy's general stipulations as detailed in chapters 5,7 of this thesis conflict with the review document statement.

The review document does not contain a single negative statement suggesting the author exhibited selectivity in terms of which data/information was included and which data/information was excluded. Alternatively it is possible that the survey was somewhat superficial in its approach.

It seems less crucial to examine the general statements as contained in the 'Report of the Joint Members and Officers' Working Group Reviewing progress made in the Implementation of the Authority's Welsh Language policy', as they do not relate to any of the policy's stipulation and may be viewed as PR statements.

## CHAPTER 6

This chapter highlights the extent of Welsh medium service provision within Key functional areas involving direct patient care. Notable omissions are the nursing and physiotherapy functions which have been selected as target groups for the large scale questionnaire survey described in chapter 7, which follows.

Together the findings will offer a useful indication of the extent to which practice reflects central policy in terms of the use of the Welsh language in the context of patient care.

6.1 Welsh medium service provision within South Glamorgan Health Authority

The most comprehensive public report produced by South Glamorgan HA since the introduction of the Authority's 'Policy on the use of the Welsh Language' was the Annual Report of the Director of Public Health Medicine, South Glamorgan Health Authority entitled 'The Health of South Glamorgan' (ref Crompton G Prof, Mid Wales Litho 1990).

The foreword of the report states that:

"The report is in a format broadly similar to that of the other Directors of Public Health Medicine in Wales and as requested by the Welsh Office. The first section deals with the population and with the areas with the biggest potential for "health gain" promulgated by the NHS Directorate in Wales in its "Strategic Intent and Direction" Nov 1989 - and based on the work of the Welsh Health Planning Forum and the WHO "Health for all 2000" initiative. On the second section are the special interest allowed in the appendices by a series of tables in the nature of a minimum data set formulated by the members of the speciality of Public Health Medicine in association with the Health Intelligence Unit (Welsh Office/WHCSA)."

The report was not to the best knowledge of the office of the Director (telephone call 7.8.91) issued in Welsh or bilingual form and upon examination did not contain any reference to Welsh medium service provision, the Welsh language or the Welsh speaking population.

The nursing service provision and the physiotherapy provision is examined within Section 7 of this thesis.

Given time constraints it was decided to telephone the offices of the Professional Heads of those disciplines allied to medicine plus family planning, immunisation and vaccination with a view to ascertaining the extent of Welsh-medium service provision within South Glamorgan Health Authority together with the perceived level of demand for such provision.

Responses were summarised as follows:

#### Family Planning

It was noted that no provision was available via the medium of the Welsh language. None of the medical staff involved with the service were Welsh speakers and budgetary constraints were cited as preventive factors particularly in relation to the translation of Family Planning Association leaflets and any subsequent provision. No particular demand had proved naturally evident.

#### Chiropody

Although no specific provision was available via the medium of the Welsh language it was felt that number of Welsh speaking chiropodists employed was sufficient to meet the existing level of demand.

## Dental Service

"At present we have a few members of staff who are able to speak Welsh and so, if necessary, dental treatment could be provided in the Welsh medium. However, to date there has never been such a request for us. The role of the Community Dental Service is to target groups who would or could not use General Dental Practitioner Services. The bulk of our clients are therefore from socially deprived areas and many of them are in ethnic minority groups eg Asians. For these people we have a link-worker service available.

Much of the paper-work seen by the public eg consent forms and letters about school inspections are translated in Welsh and English. In some Welsh Schools a Welsh speaking dentist and assistant is requested for school dental inspections and, where possible, this is provided."

## Immunisation and Vaccination

Two clinical medical officers had been identified as Welsh speakers. No fixed clinic provision was available, although any specific requests would be accommodated with referral to one of the aforesaid Clinical Medical Officers.

Sessions at Welsh medium schools were held by the two CMO's.

## Speech Therapy

SGHA's District Speech therapist indicated that any request for information would need to be in written form. The written request did not produce a response.

In the absence of a response it proved necessary to seek other sources of information.

A newspaper article (ref: Cardiff Independent 7.8.91 pp

3) headed 'Speech Service Gives Kids Raw Deal - Claim'

indicated "City youngsters in need of speech therapy are getting a raw deal complain campaigners who want an end to health authorities' near monopoly on providing the service. The Welsh Consumer Council (WCC) says children are slipping through the net and even those who we assessed may not get the treatment they need.

...It wants more education authorities and private bodies to provide help, more information about language disorders and more Welsh and ethnic minority therapists so that children can use their first language.

"We are concerned that the consumers of these services, the children are getting a raw deal and that their voice is not being heard," days director Katherine Hughes."

The report to which the article refers (ref Speech Therapy and Children in Schools: a consumer perspective, A paper for discussion, Welsh Consumer Council July 1991) comments on the all Wales situation as follows under the Chapter 9 heading 'Children Who Lose Out' (pp 68)

"Welsh language services

In Gwynedd which has the highest percentage of first language Welsh speakers, the ability to speak Welsh is a qualification for employment as a speech therapist. Figures for 1988 (Llais Jan/Feb 1989) show that of the 12 speech therapists employed in Gwynedd, 10 offered a full Welsh language service and 2 a partial service in Welsh.

In other countries the provision of Welsh language services in 1988 was more patchy. Most counties employed a Welsh language speech therapist, but there were examples of non-Welsh speaking speech therapists having to deal with all cases in a particular area. In such circumstances a child from that area might have no access to a Welsh speaking therapist.

This is largely the result of a shortage of speech therapist. As one district speech therapist explained if you cannot fill the posts you have, you are not going to make them even more difficult to fill by requiring Welsh as well."

#### Radiography/XRay

Although no specific provision was available via the medium of the Welsh language, it was indicated that any patient wishing to be treated via the medium of Welsh would be accommodated via the involvement of a Welsh speaking member of staff.

It was stated that because of scale X-Ray departments are likely to include a number of Welsh speakers.

The District Officer could not recall one instance of a request to be dealt with by a Welsh speaker within approximately 20 years experience.

#### Findings

Responses suggested that Welsh medium service provision within functional areas was limited. An ad-hoc approach to any demand that might arise was evident within the areas of Chiropody and Radiography whilst the Family Planning service was devoid of provision for the Welsh language.

Responses also suggest that little progress has been made within these areas with a view to ensuring the no special provision would need to be made for people requiring these services via the medium of Welsh language.

It should be noted that many of these services are reliant upon other disciplines for referrals and no evidence of any Welsh to Welsh referral mechanism was evident in the responses.



## CHAPTER 7

This chapter via a structured questionnaire survey of nursing staff<sup>+</sup> attempts to:

- . Measure the operational level impact of SHGA's Policy on the Use of the Welsh Language. All staff orientated stipulations are covered and the Authority's Therapists were surveyed separately using exactly the same method, in order to test the extent to which the nursing staff survey results are representative. The findings are presented and discussed.

This section also, quite separately, seeks to:

1. Examine the extent to which the 3 policy stipulations not directly linked to patient care in its strictest sense or service provision; namely those connected with the Authority's staff newspaper, hospital broadcasting, and religious services had been fulfilled.
2. Survey, via a questionnaire survey targeting complaints officers' at unit level, the number of complaints received in the medium of the Welsh language and/or in connection with the use of the Welsh language. The findings are presented as a indicator of the public's perception of the Authority's stance on the subject.

3 . Relate the findings contained within the section as a whole to the theory of the chain of implementation established in Chapter 5.

\* Nursing staff were selected as the target group as they represent the largest single staffing group within the Authority involved in direct patient care.

## 7.1 Methodology

Nurses employed by Units 2, 3, 4, 5, were targeted.

Questionnaire distribution for the 3 major acute hospitals was geared to ward level - ward sisters/charge nurses were sent a request that they coordinate the exercise in respect of their wards. Batches of questionnaires were circulated via nursing officers in relation to the smaller hospitals.

The Office of the Director of Nursing Services circulated the questionnaires in relation to Unit 5 hospitals.

### Response

In all, 734 questionnaires were returned completed/part completed representing 17.4% of the target group which consisted of 4226 trained and untrained nursing staff (including midwives) which was derived for the Authority's Manpower Department, September 1990 figures. The response rate figure took account of the response to the pilot study.

It was felt that the poor response was a result of one or more of the following reasons.

(a) That nursing staff are often the target of question-

naire surveys which may be perceived as representing an unnecessary administrative burden.

- (b) That a large percentage of nursing staff do not consider the issue of the Welsh language to be of a high priority or of sufficient interest to complete a questionnaire on the subject.
- (c) That nursing staff and nursing sisters/charge nurses in particular are working under considerable pressure and thus did not have the time to complete the questionnaires.
- (d) That the issue proved too sensitive for most prospective respondents.
- (e) That the internal postal system within the hospital sites was inefficient.
- (f) That some staff may have suspected it as a management exercise and were concerned about possible motives.

## SECTION A

	WELSH NOT FIRST/ PRIMARY LANGUAGE		WELSH FIRST/ PRIMARY LANGUAGE	
	FULL SURVEY		FULL SURVEY	
		%		%
Nursing Qualified	384	52.4	40	5.5
Nursing Unqualified	281	38.3	17	2.3
Don't Know	7	1.0	-	
Blank	4	0.5	-	

### 1 Category of staff

n = 733

#### Findings

1 This question had been included with a view to comparing the ratio of qualified staff to unqualified staff within the response figure to the ratio of qualified staff to unqualified staff within the target figure.

57.9% of staff who responded with reference to either of the categories indicated that they were qualified.

This compared with 65.3% in terms of the target group.

		WELSH NOT FIRST/		WELSH FIRST/		
		PRIMARY LANGUAGE		PRIMARY LANGUAGE		
		FULL SURVEY	%	FULL SURVEY	%	
2	Have you been continuously employed	Yes	470	64.1	44	6.0
	by South Glamorgan Health Authority	No	197	26.9	13	1.8
	since a date prior to October 1988?	Don't know	6	0.8	-	
		Blank	3	0.4	-	
n = 733						

### Findings

- 2 This question had been included as a possible cross referencing tool although the low response rate had rendered meaningless.

3 Were you born in?	WELSH NOT FIRST/		WELSH FIRST/	
	PRIMARY LANGUAGE		PRIMARY LANGUAGE	
	FULL SURVEY	%	FULL SURVEY	%
Wales	463	63.2	56	7.7
UK (excluding Wales)	165	22.5	1	0.1
Outside the UK	42	5.7	-	
Don't know	6	0.8	-	

n = 733

### Findings

3

This question had been included with a view to possibly testing whether section C responses could be linked to country of birth.

The manual approach to analysis together with time constraints did not allow this.

4 Where did you go to school?	WELSH NOT FIRST/		WELSH FIRST/	
	PRIMARY LANGUAGE		PRIMARY LANGUAGE	
	FULL SURVEY	%	FULL SURVEY	%
a Wales	498	67.8	54	7.3
b UK (excluding Wales)	121	16.5	1	0.1
c Outside UK	24	3.3	-	
d Don't know	3	0.4	-	
Mix of A/B/C	24	3.2		
Blank	8	1.1	2	0.3

n = 734

#### Findings

4 The format of this question may be criticized as it did not account for the fact that the geographical position of the school in Wales the leveleg infant, primary, high whether it educated through the medium of the Welsh language. On reflection it was felt that any analysis on the basis of responses would offer little in terms of meaningful findings.



5 Is Welsh your first or primary language?		WELSH NOT FIRST/ PRIMARY LANGUAGE		WELSH FIRST PRIMARY LANGUAGE	
		FULL SURVEY		FULL SURVEY	
		%		%	
Yes	-			57	7.8
No		676	92.2		

n = 733

#### Findings

5 This survey divides and compares responses from those respondents whose first/primary language is Welsh with responses from respondents whose first/primary language is other than Welsh.

This question was considered obligatory in terms of such a survey.

In particular responses were divided with a view to testing whether the degree of empathy expressed in the context of section C responses could be linked to first or primary language.

6	Are you responsible for staff other than yourself?	WELSH NOT FIRST/		WELSH FIRST	
		PRIMARY LANGUAGE		PRIMARY LANGUAGE	
		FULL SURVEY	%	FULL SURVEY	%
	Yes	353	48.2	31	4.2
	No	300	41.0	25	3.4
	Don't know	14	1.9	-	
	Blank	9	1.2	1	0.1

n = 733

### Findings

6 This question was included with a view to testing whether those respondents who expressed an awareness of the Authority's Policy on the Use of the Welsh language were responsible for staff other than themselves and thus might be perceived as having a wider responsibility and have represented management's target in any cascade approach to the communication of the policy.

However given that the question confused staff and many appeared to claim responsibility for student nurses etc. It was decided not to cross analyse on this basis largely because of apparent double counting etc.

\*It should be noted that the total figure has increased from 733 to 734 as one returned questionnaire included an illegible Section A.

SECTION B

		WELSH NOT FIRST/		WELSH FIRST/	
		PRIMARY LANGUAGE		PRIMARY LANGUAGE	
		FULL SURVEY	%	FULL SURVEY	%
1	To the best of your knowledge does South Glamorgan Health Authority have a policy on the use of the Welsh language?	Yes No Don't know Blank	62 218 383 13	7 25 26 -	1.0 3.4 3.5 -

n = 734  
Findings

1 An analysis of responses revealed that only 9.5% of respondents indicated that they had knowledge of South Glamorgan Health Authority's Policy on the Use of the Welsh Language.

This suggest that communication of the policy had proved ineffective or was altogether absent in some locations.

A slightly higher proportion of Welsh speakers (1st/primary language) indicated knowledge - 12.1% as opposed to 9.2% of others.

			WELSH NOT FIRST/		WELSH FIRST/	
			PRIMARY LANGUAGE		PRIMARY LANGUAGE	
			FULL SURVEY	%	FULL SURVEY	%
2	Have you in the last 2 years seen any SGHA	Yes	67	9.1	5	0.6
	publicity material in connection with Welsh	No	572	78.0	51	7.0
	languages courses?	Don't know	33	4.5	1	0.1
		Blank	4	0.6	1	0.1

n = 734

#### Findings

2 9.7% of respondents indicated that they had within the previous 2 years sighted South Glamorgan Health

Authority publicity material in connection with Welsh language courses.

This is seen as particularly low given that SGHA's Policy on the Use of the Welsh language states

"That the Authority should give assistance to and make facilities available to those members of staff wishing to learn the Welsh language wherever practicable and to those Welsh speaking staff who wish to improve their ability to communicate in the Welsh language."

	WELSH NOT FIRST/ PRIMARY LANGUAGE		WELSH FIRST/ PRIMARY LANGUAGE	
	FULL SURVEY	%	FULL SURVEY	%
3A Have you participated in any	Yes			
	31	4.2	3	0.4
Welsh language sessions/courses	No	85.7	54	7.4
within the last 2 years?	Don't know	1.5		
	Blank	0.7	1	0.1

n = 734

3B Was this involvement	Self motivated	28	3.8	3	0.4
	due to SGHA encouragement	2	0.3		
	due to SGHA pressure	-			
	Other	4	0.6		
	Don't know	43	5.9	1	0.1
	Blank	599	81.7	53	7.2

\* Percentages not useful as more people responded to this question than were eligible to do so.

### Findings

3A & 3B The findings in relation to responses to these questions may be directly linked to the findings in relation to 1 and 2.

4.6% of respondents had participated in any Welsh language sessions/courses within the last 2 years and only 5.9% of those cited SGHA encouragement as the reason behind involvement. The vast majority indicated that they were self motivated. Findings suggest that the policy provision in 2 had not been satisfied.

	WELSH NOT FIRST/ PRIMARY LANGUAGE		WELSH FIRST/ PRIMARY LANGUAGE	
	FULL SURVEY	%	FULL SURVEY	%
3C Were these sessions run by SGHA	4	0.5	-	
An organisation external to SGHA	30	4.1	2	0.3
Don't know	71	9.7	3	0.4
Blank	571	77.8	53	7.2

n = 734

#### Findings

3C Only 4 respondents indicated that had attended a course run by SGHA. None of these staff had indicated that Welsh was their first/primary language.

		WELSH NOT FIRST/		WELSH FIRST/	
		PRIMARY LANGUAGE		PRIMARY LANGUAGE	
		FULL SURVEY	%	FULL SURVEY	%
4A	Is there a person within your	22	3.0	-	
	ward/dept with responsibility	434	59.1	42	5.7
	for dealing with Welsh	Don't know	27.4	15	2.1
	language issues?	Blank	2.6	1	0.1

n = 734

#### Findings

4A 3% of respondents claimed that their was a person within their ward/department with responsibility for dealing with Welsh language issues. None of these staff had indicated that Welsh was their first/primary language.

		WELSH NOT FIRST/		WELSH FIRST/	
		PRIMARY LANGUAGE		PRIMARY LANGUAGE	
		FULL SURVEY	%	FULL SURVEY	%
4B	Is there a person within your	Yes	7.1	2	0.3
	hospital/complex with official	No	19.2	17	2.3
	responsibility for dealing	Don't know	58.3	32	4.4
	with Welsh language?	Blank	7.6	6	0.8

n = 733

#### Findings

4B A total of 7.4% of respondents indicated that they knew of a person within their hospital/complex with official responsibility for dealing with Welsh language issues. Only 2 of the 59 staff had previously indicated that Welsh was their first/primary language.

These 2 sets of responses suggest that the staff appointed by each of the 4 hospital Units to coordinate Welsh language matters had not brought themselves to the attention of staff/maintained a noticeably high profile or attempted to 'network' Welsh speakers within locations for which they were responsible.



	WELSH NOT FIRST /		WELSH FIRST /	
	PRIMARY LANGUAGE		PRIMARY LANGUAGE	
	FULL SURVEY	%	FULL SURVEY	%
5A Do you regularly receive a copy	Yes	216	20	2.7
of South Glamorgan Health	No	439	36	4.9
Authority's staff newspaper	Blank	21	2	0.3
"Healthlines"?				

n = 734

			%	%
5B Have you noticed any articles	Yes	30	4.1	1.3
published in Healthlines	No	112	15.3	1.3
written in the Welsh	Can't remember	146	19.9	1.0
language?	Blank/spoiled	388	52.9	4.2

n = 734

### Findings

5A & 5B 32.1% of staff indicated that they regularly received a copy of SGHA's staff newspaper 'Healthlines'. 5.4% indicated that they had noticed articles published in Healthlines written in the Welsh language.

These findings suggests that the Welsh language articles published in 'Healthlines' (see page 173) did not attract the eyes of the readership.

		WELSH NOT FIRST/		WELSH FIRST/		
		PRIMARY LANGUAGE		PRIMARY LANGUAGE		
		FULL SURVEY	%	FULL SURVEY	%	
6	Is there an agreed procedure in your dept./ward for non Welsh speaking staff to follow if faced with a patient/client who prefers to communicate in the medium of Welsh?	Yes	69	9.4	3	0.4
		No	313	42.7	30	4.1
		Don't know	274	37.3	22	3.0
		Blank	20	2.7	3	0.4

n = 734

#### Findings

6 9.8% of respondents indicated that there was an agreed procedure in their ward/dept for non Welsh speaking staff to follow if faced with a patient/client who preferred to communicate through the medium of Welsh.

This apparent lack of procedure would, it is suggested, present difficulties to a patient/client in such a situation and would make the policy provision

"Every effort should be made to deal with oral enquiries in Welsh ....."

more difficult to satisfy than if a procedure lead approach was evident.

		WELSH NOT FIRST/ PRIMARY LANGUAGE		WELSH FIRST/ PRIMARY LANGUAGE	
		FULL SURVEY	%	FULL SURVEY	%
7	Have any rotas, timetables or work schedules in your ward/dept been changed or introduced within the last 2 years in order to ensure that a Welsh speaking member of staff is available at all times?	Yes	-	-	-
		No	486	42	5.7
		Don't know	165	13	1.8
		Blank/spoiled	25	3	0.4
n = 734					
	And/or at specific times	Yes	1	-	-
		No	324	28	3.8
		Don't know	143	8	1.0
		Blank	208	22	3.0
n = 734					

7 Findings

There was no evidence to suggest that efforts had been made to introduce operational changes of this nature to ensure that a Welsh speaking member of staff was available at all times and scarce effort made to introduce changes to ensure availability at specific times.

This situation portrayed by these findings would minimise the satisfaction of the policy provision cited in 6 unlikely on a regular basis.

### **Section C Analysis Welsh = First/Primary language**

Question FULL SURVEY

1            No 0's = 1  
              No 5's = 34  
              Av       = 4.2

2            No 0's = 2  
              No 5's = 37  
              Av       = 4.4

3            No 0's = 1  
              No 5's = 38  
              Av       = 4.3

4            No 0's = 3  
              No 5's = 32  
              Av       = 3.9

5            No 0's = 2  
              No 5's = 38  
              Av       = 4.3

### **Findings**

The average response rating in relation to each of the 5 questions was considerably higher than the corresponding rating in relation to those respondents whose first/primary language was other than Welsh.

**Section C Analysis - First/Primary language other than Welsh**

**1 FULL SURVEY**

No 0's = 73

No 5's = 124

Av = 2.8

**2 No 0's = 44**

No 5's = 215

Av = 3.3

**3 No 0's = 42**

No 5's = 232

Av = 3.5

**4 No 0's = 98**

No 5's = 158

Av = 2.8

**5 No 0's = 67**

No 5's = 175

Av = 2.5

**Findings**

On average, respondents displayed at least median degree of empathy in connection with each of the 5 statements which reflected the Authority's stance and principles underlying the Policy on the Use of the Welsh language.

### Comment

Overall, it seems apparent that South Glamorgan Health Authority has adopted a non sequential, unco-ordinated approach to the implementation of its Policy on the Use of the Welsh Language. When coupled with the fact that no separate budget has been identified to fund the implementation process, it is not surprising that little evidence has been found that the aims of the policy have been fulfilled.

## 7.2 Survey of Therapists

- Aims: 1 To test whether responses to and findings from the survey of nursing staff are representative and/or may be extended beyond the confines of the nursing discipline.
- 2 To examine whether findings might indicate that a staff grouping which was represented by an officer member on the Members and Officers Working Group on the Use of the Welsh language ie Physiotherapy staff might via responses appear better informed than a grouping not directly represented by an officer member.

### Methodology

A questionnaire was circulated to therapists via the office of the District Physiotherapist and collected and forwarded by the said office.

### Response rate.

60 questionnaires were supplied 39 were returned representing a 65% response rate.



# SECTION A

	Welsh not first/primary language	Welsh first/ primary language
1. Category of staff		
Qualified physio-therapist	7 (17.9)	1 (2.6)
Unqualified physio-therapist	1 (2.6)	-
Qualified Occupational therapist	11 (28.1)	1 (2.6)
Unqualified Occupational therapist	6 (15.4)	-
Technical Instructor	7 (17.9)	-
OT Technician	1 (2.6)	-
Industrial Therapy Manager	1 (2.6)	-
Blank/Don't Know	3 (7.7)	-
2. Have you been continuously employed by South Glamorgan HA since a date prior to October 1988?		
Yes	23 (58.9)	2 (5.1)
No	14 (35.8)	-
3. Were you born in?		
Wales	22 (56.4)	1 (2.6)
UK excluding Wales	14 (35.8)	1 (2.6)
Outside of the UK	1 (2.6)	-
Don't know	-	-

	Welsh not first/primary language	Welsh first/ primary language
4. Where did you go to school?		
Wales	23 (58.9)	1 (2.6)
UK excluding Wales	11 (28.1)	-
Outside of the UK	1 (2.6)	-
Don't know	1 (2.6)	-
Mix (Wales+UK)	1 (2.6)	1 (2.6)
5. Is Welsh your first or primary language?		
Yes		2 (5.1)
No	37 (94.9)	

#### Finding

The percentage of respondents who claimed that Welsh was their first / primary language (5.1%) was marginally smaller than the percentage figure relating to the survey of nursing staff (7.7). This is not considered significant given the variance in target size / respondent numbers.

6. Are you responsible for staff other than yourself?		
Yes	14 (35.9)	1 (2.6)
No	23 (58.9)	1 (2.6)
Don't know	-	-

## Section B

	First/Primary Language other than Welsh	Welsh First/ Primary Language
1. To the best of your knowledge does South Glamorgan HA have a policy on the use of the Welsh Language?		
Yes	4 (10.3)	2 (5.1)
No	7 (17.9)	-
Don't know	25 (64.1)	-
Blank	1 (2.6)	-

### Finding

The responses to this question appear to support the findings of the survey of nursing staff. 10.3% of respondents claimed to have knowledge of a SGHA policy on the use of the Welsh language. This corresponds with a figure of 9.7% in the context of the nursing survey.

Communication of the policy to staff within this speciality appears no more effective.

First/Primary Language other than Welsh	Welsh First/ Primary Language
---	-------------------------------------

2. Have you in the last 2 years seen any SGHA publicity material in connection with Welsh language courses?

Yes

No	36 (92.3)	2 (5.1)
----	-----------	---------

Don't know	1 (2.6)	-
------------	---------	---

3A. Have you participated in any Welsh language sessions / courses within the last 2 years?

Yes	2 (5.1)
-----	---------

No	35 (89.8)	2 (5.1)
----	-----------	---------

Don't know	-
------------	---

3B. Was this involvement

Self motivated	2 (100% of those eligible to respond)	-
----------------	---------------------------------------	---

Due to SGHA encouragement

Due to SGHA pressure

Other

Don't know

Blank

3C. Were these sessions run by

SGHA

An	2 (100% of	
organisation	those	-
external to	eligible	
SGHA	to respond)	

#### Finding

The nature of the responses, like those in relation to the nursing staff survey, suggest that SGHA has failed to satisfy stipulation on the subject of encouraging and assisting staff to learn/improve their Welsh.

Finding elsewhere in this thesis suggest that very little attempt appears to have been made towards this end.

First/Primary Language other than Welsh	Welsh First/ Primary Language
---	-------------------------------------

4A. Is there a person within your ward/department with official responsibility for dealing with Welsh language issues?

Yes	3 (7.7)	1 (2.6)
No	23 (58.9)	1 (2.6)
Don't know	11 (28.2)	-

4B. If you answered 'No' or 'Don't know' to question 4A

Is there a person within your hospital/complex with official responsibility for dealing with Welsh language?

Yes	1 (2.6)	
No	6 (15.3)	
Don't know	26 (66.6)	1 (2.6)
Blank	4 (10.3)	1 (2.6)

### Findings

As with the survey of nursing staff, respondents to this survey have indicated that there is a low level of knowledge in relation to those staff who have been appointed to co ordinating Welsh language matters at Unit level. Such staff appear to have made little impression in attempts to fulfill their role specifications.

First/Primary Language other than Welsh	Welsh First/ Primary Language
---	-------------------------------------

5A. Do you regularly receive a copy of South Glamorgan Health Authority's staff newspaper "Healthlines"?

Yes	17 (43.6)	2 (5.1)
No	20 (51.3)	-

5B. If you answered 'Yes' to question 5A

Have you noticed any articles published in Healthlines written in the Welsh language?

Yes	2 (5.1)	2 (5.1)
No	9 (23.1)	-
Can't remember	10 (25.6)	-
Blank	16 (41.1)	-

### Findings

As with the nursing staff survey, responses suggest that many of the readership have failed to notice the presence of articles printed in the Welsh language. This may be a problem related to profiling.

First/Primary language other than Welsh	Welsh First/ Primary Language
---	-------------------------------------

6. Is there an agreed procedure in your department/ward for non Welsh speaking staff to follow if faced with a patient/client who prefers to communicate in the medium of Welsh?

Yes	2 (5.1)	1 (2.6)
No	21 (53.8)	1 (2.6)
Don't know	14 (35.9)	-

#### Finding

As with the nursing survey responses suggest that procedures are not in place and thus any efforts to achieve the oral communication stipulation(s) within the policy remain largely uncoordinated.



First/Primary language other than Welsh	Welsh First/ Primary Language
---	-------------------------------------

7. Have any rotas, timetables or work schedules in your ward/department been changed or introduced within the last 2 years in order to ensure that a Welsh speaking member of staff is available at all times?

Yes	-	1 (2.6)
No	30 (76.9)	-
Don't know	7 (17.9)	-
Blank	-	1 (2.6)

Or at specific times

Yes	-	1 (2.6)
No	21 (53.8)	1 (2.6)
Don't know	7 (17.9)	-
Blank	9 (23.1)	-

### Findings

As with the survey of nursing staff a lack of provision suggests that little progress has been made towards achieving a situation whereby patients/clients wishing to communicate via the medium of Welsh could be accommodated without the need for special arrangements.

## Section C

First/Primary Language other than Welsh	Welsh First/ Primary Language
---	-------------------------------------

1. Do you consider that South Glamorgan Health Authority should adopt a positive stance on the use of the Welsh language?

Average rating 2.7	Average rating 4.5
-----------------------	-----------------------

2. Do you feel patients/clients should have the freedom to use Welsh rather than English in their dealings with South Glamorgan Health Authority?

Average rating 3.6	Average rating 5
-----------------------	---------------------

3. Do you feel that South Glamorgan Health Authority has a responsibility to respond wherever possible in a patients/clients preferred language?

Average rating 3.8	Average rating 5
-----------------------	---------------------

First/Primary	Welsh First/
Language other	Primary
than Welsh	Language

4. Do you feel that South Glamorgan Health Authority should encourage and assist staff to learn Welsh?

Average	Average
rating 3.1	rating 2.5

5. Do you feel that South Glamorgan Health Authority should aim to progress towards a situation where a Welsh service can be offered without having to make special arrangements?

Average	Average
rating 3.2	rating 3.5

### Findings

Responses to Section C questions follow the general pattern established by the survey of nursing staff. The average rating in response to each of the 5 questions reveal an above median level of empathy towards the principles underly / stipulations within South Glamorgan Health Authority's Policy on the Use of the Welsh Language.

This was seen as attributable to the fact that life experiences may have resulted in a greater degree of empathy being instilled into those Welsh speakers who therefore are able to relate readily to the language issue.

### Overall Findings

Very little progress appears to have been made towards the satisfaction of the policy stipulations. Section C responses suggest that staff on average exhibit a degree of empathy towards the aims and objectives of the policy.

It is suggested that the apparent failure of implementation rests with management and appointed co ordinators who appear to have failed to have harnessed and channeled apparent expertise and enthusiasm with a view to satisfying the policy and its stipulations.

Lack of financing and resourcing appear to have contributed to the documented situation and the part-time nature of the co ordinators roles might also have inhibited developments.

## Overall Analysis.

Broadly speaking responses (and respondents) fell into 3 categories:

those which indicated a passion for the language in a positive sense, those which indicated little interest one way or another, and those which indicated an intolerant, even flippant, perspective.

The most definite conclusion which might be drawn from the findings is that awareness of the policy is low.

Unsuprisingly this could be traced to other sets of responses which showed that very few staff were aware of nominated officers at any level who had responsibility for Welsh language issues.

According to the responses, very few practical steps had been taken towards ensuring that Welsh speakers are available should they be required or preferred.

In addition, the extent to which the Authority had attempted to propogate the use of the language via publicity for and provision of Welsh language courses left a lot to be desired, and had failed to capture the attention and imagination of the nursing staff.

Not suprisingly, Welsh speakers were considerably more empathetic towards the Welsh language provision (in principle) than their colleagues whose first/preferred language was other than Welsh. Staff whose first/preferred language was Welsh were of course in the minority.

Overall there is little reason for S.G.H.A. to feel that the policy stipulations have been fulfilled. Indeed in certain respects even the most basic policy requirements remain unfulfilled.

Possibly the most pleasing finding was the healthy if not actually enthusiastic degree of empathy towards the language exhibited by respondents.

### 7.3 Examination of Impact of Stipulations not Related to Patient Care

As well as the stipulations which relate to healthcare provision and staffing matters, SGHA's Policy also includes statements on those issues which could loosely be defined as language support issues. The statements read as follows:

"Staff journals should include material in Welsh.

Arrangements should be made to have a portion of the staff newspaper which will be produced by the Authority written in the Welsh language, and the principle should apply to any similar publications in the future."

"Welsh Language Broadcasts... should be considered and provided where there is a perceived need and the provision is considered to be reasonably practicable."

Both of these stipulations are now examined:

It is worth noting that 'Healthlines' SGHA's staff newspaper was launched in 1989 some months after the Authority approved the Policy on the Use of Welsh Language.

It was originally intended that each member of staff employed within SGHA should receive a copy. This policy was however quickly reviewed and in the light of costs subsequent issues enjoyed much smaller print runs.



In researching the matter of Welsh language articles early issues were located via The Library of the University of Wales College of Medicine and through personal contact. Unfortunately it did not prove possible to locate a copy of every single issue produced.

Welsh language articles which appeared in SGHA's Staff Newspaper 'Healthlines'

ISSUE No	DATE	No OF WELSH	APPROX SPACE
	OF	MEDIUM ARTICLES	ALLOCATION
	PUBLICATION		
-----			
1	JAN/FEB1989	2	1/4 page
4	SEPT/OCT 1989	1	1/10 page
6	JAN/MARCH 1990	1	Less than 1/2
7	APR/JUNE 1990	2	1/5 page

General Comment

Evidence of tokenism seems apparent. Although no allocation for articles in the Welsh language was specified in either the policy document or the draft implementation strategy, those Welsh language articles

included were not necessarily translations of the most important article(s) in the issue or part of an ongoing series but suggested a cavalier haphazard approach.

Within the context of a section headed "Promoting the Welsh Language" SGHA's Policy on the Use of Welsh Language states

"Welsh Language Broadcasts and Religious Services should be considered and provided where there is a perceived need and the provision is considered to be reasonably practicable."

The statement itself appears to be phrased in indefinite language.

Given that SGHA does not broadcast television programmes and only two radio broadcasting units are hospital based it was decided to establish telephone contact with each and enquire as to the perceived demand for Welsh Medium broadcasting and the degree of influence exerted by SGHA in relation to the matter. Questions posed and responses were as follows:

Q1 Which hospitals do you cover?

Rockwood Sound A.      Rockwood Hospital, Cardiff Royal  
   Infirmary, Llandough Hospital.

Hospital Radio

Glamorgan

University Hospital of Wales.

Discussion:

Although the Authority's 3 largest hospitals receive broadcasts only one other recipient hospital was found. Therefore it would appear that a significant number of hospital inpatients do not receive broadcasts other than those transmitted by local and national radio stations.

Q2 Has SGHA ever attempted to influence your station in terms of broadcasting in the Welsh language.

Rockwood Sound A

No. Perhaps in conversation the question 'Do you broadcast in Welsh?' has been asked.. The Health Authority views Rockwood Sound as independent.

Hospital Radio

Glamorgan A

No, not at all.

Discussion:

The answers received to this question suggests that the stipulation has not been applied to either hospital radio station.

Q3 What % of the requests you receive are for Welsh language tracks?

Rockwood Sound A Welsh choir now and again. A small selection of Welsh language recordings is available.

Hospital Radio

Glamorgan A A very small percentage, around 5-10%.

Q4 Has there been any upward or downward trends in the extent of your station's Welsh language broadcasts over the last 4 years.

Hospital Radio

Glamorgan A Stable.

Discussion: As with the debate within Section 7 concerning Welsh language complaints it remains unclear as to whether demand is low or whether patients and the public perceive SGHA as unable to deal adequately with requests.

With regard to Welsh Language religious services the Chairperson of South Glamorgan Health Authority's Chaplains Committee indicated that the matter had not arisen (personal contact 19/9/92)

#### 7.4 The Service and the Welsh Language as Perceived by Patients, Clients and the Public

Because of resource and time constraints, it was not possible to ascertain the views of the general public with regard to the use of the Welsh language by South Glamorgan H.A. However as this may arguably be an important aspect, an attempt was made to get some indication of the public's views by examining the extent to which letters of complaint were written in Welsh or were concerned with the use of the language.

## Methodology

A questionnaire consisting of a series of closed and dichotomous questions was preferred to any other method as the targets were geographically widespread and the timescale for completion was short, only limited information was required.

A questionnaire was circulated together with an explanatory letter to complaints officers at Community Unit and 4 Hospital Units plus Ambulance HQ. It should be noted that these individuals are generally responsible for coordinating responses to all formal complaints received or relating in part to their respective Units.

It was felt that the vast majority of formal complaints made by patients, clients and members of the public would be considered in the context of this survey.

## Responses

5/6 replies were received. Unit 1 - Community Unit failed to reply.

Q1 Approximately how many complaints have you received on the subject of the use of the Welsh language during

the last 12 months?

A                      0 = 4

Less than 5 = 1

5 - 10 = 0

More than 10 = 0

Q2 Approximately how many complaints of any nature have  
you received written in Welsh during the last 12  
months?

A                      0 = 3

Less than 5 = 1

5 - 10 = 1

More than 10 = 0

Q3 (a) Have you noticed any upward or downward trend in the volume of such complaints as specified in Q2 over the last 2 years?

A Yes = 0

No = 5 (including 'Remained the same' None)  
(No complaints received during period)

Q3 (b) Have you noticed any upward or downward trend in the volume of such complaints as specified ie A1?



A Yes = 0

No = 5

### Findings

No conclusive findings may be drawn from the results of this exercise but there is every indication that the number of complaints in Welsh is very small. Responses suggest either:

- (a) Complaints were so rare because most patients/clients were either satisfied or did not feel strongly enough about the issue to complain.
- (b) Most patients/clients had been conditioned by society not to complain about the language issue or complain via the medium of the Welsh language.

### 7.5 The Patient's Perspective

In April 1992 the author was presented with the opportunity to test out, first hand, the extent to which a hospital environment and actions of its staff bore out the mark of South Glamorgan Health Authority's Policy on the Use of the Welsh language some 3 1/2 years after its introduction.

Following 3 visits to outpatients the author received a letter inviting him to be admitted to a South Glamorgan Health Authority hospital as a daycase to undergo an arthroscopy of the left knee following a pre medical appointment; enclosed with the letter were a set of instructions and a drug enquiry form to be completed by the author's General Practitioner. All were written using the medium of the English language and only the hospital letterheading was bilingual.

Upon arrival at the hospital it was noted that the main external signposting was in English only as were all of the internal signs and notices in those areas into which the author had reason to enter including the ward day room. Fire door and other safety signs were also only evident in the English language.

Immediately prior to the medical examination the author was given a set of written instructions by a member of the nursing team. The instructions related to the pre admission situation. The author inquired as to whether the written instructions were also available in the Welsh language. The nurse explained that they were not and that they had been produced at ward level rather than centrally although the approval of the hospital Administrator had been sought and received.

Upon leaving the hospital the author examined the hospital noticeboard which was housed near to the Porters lodge in the front reception. None of the attached notices or documents were produced in the Welsh language and only a single Welsh Office produced leaflet was in bilingual format.

No attempt was made by any of the staff to identify the author's preferred language, at any stage.

These findings although not necessarily representative of the hospital service as a whole within South Glamorgan Health Authority, at least show evidence that not all hospitals have satisfied even the most basic of the stipulations of the Authority's Policy on the Use of the Welsh language.

The hospital in question was the Authority's main orthopaedic hospital and serves both children and adults. This is particularly interesting in view of the findings of the Members' and Officers' Working Group on the Use of the Welsh language in relation to the number of Welsh speakers and Welsh medium schools within the area served by the Health Authority as contained within the policy document.

On this evidence the Authority does not appear to have risen to the challenges it set itself by virtue of the introduction of its Policy on the Use of the Welsh language.

#### 7.6 Results in the Context of the Chain of Implementation

Responses to those questions designed to test knowledge of the existence of officers with designated responsibility for Welsh language issues revealed that either such staff did not exist or that their existence had not been effectively communicated. When coupled with the fact that fewer than one in ten respondents knew of the existence of the Policy, it suggests that the fundamental communications structure and general infrastructure necessary for effective implementation was never established. Thus in metaphorical terms the chain was not broken but rather not formed in the first place.

Likewise responses to those questions designed to test the extent to which the Authority has, via its policy, attempted to develop its ability to respond to demand by facilitating language training; suggest that the communicating of any such provision has been poor. Thus the 'building' stage within the chain has not successfully been established.

These observations suggest that any progress in terms of implementation has been achieved in the absence of a structured, proactive approach or strategy.

## CHAPTER 8

In this concluding chapter of the research, the relationship between theory and practice is examined and the theory outlined in Chapter 1 is represented as the basic criteria by which SGHA's Policy on the Use of the Welsh language may be measured.

A recommended guide to the way in which an organisation may successfully introduce policy on the use of the Welsh language is presented with constant reference to established theory and the research findings presented earlier.

The guide is sub-divided into those recommendations which might be applied at the pre policy, formulative and post launch stages.

This chapter draws together the academic and empirical strands and in the process creates a document of practical value.

#### 8.1 The Relationship between theory and practice

If the principles of Social Policy and policy formulation as outlined in section 1 are accepted, then they form the basis of the criteria by which S.G.H.A's policy on the use of the Welsh language might be effectively measured, both in terms of its construction and its implementation.

Later in this concluding chapter, conclusions from the research findings enable the construction of a series of recommendations which might serve as guidelines or an action plan to which any Health Authority or similar organisation, yet to address the subject of the language issue, might refer. However the earlier part of this section looks at the extent to which the findings bear out the theory as outlined and also highlights the areas of disparity if any.

The interventionist approach demanded by the definitions of both Macbeath and Hagenbuch is not supplied simply by the presence of a written policy. "Ordering of the network of relationships between men and women in society, or with the principles which govern the activeness of individuals and groups so far as they affect the lives and interests of other people" (Macbeath) can only be achieved through an effective co-ordinated implementation programme. S.G.H.A's failure to supply such a vehicle resulted in a general lack of awareness amongst staff as indicated in section 7 thereby continuing to deny every member of the community the

"minimum standards" and "opportunities" cited by Hagenbuch and expressly stated in SGHA's policy document.

The functions of policy as defined by Torrington et al which appear in chapter 1 do not come about naturally as soon as a policy is approved.

Policy can only introduce change if it is successfully communicated, understood and followed and these things will only develop as a result of the effective management of the change process. The findings of the SGHA staff questionnaire survey chapter 7 indicate that the majority of the respondents were not even aware of the existence of the policy and clearly many of the stipulations, particularly those designed to ensure an increased provision in the future - for example the staff training stipulations, see chapters 5 and 7.

Policy can make both a manager's and managements' positions clear, but unless there is a suitable degree of awareness generally and an adequate infrastructure - which itself requires appropriate funding, then the policy constitutes more of a problem than a tool of management.

Policy can only produce consistent managerial behaviour and shape the response to imposed change if constant application and ability to consistently apply the policy provisions is ensured via co-ordination. The failure of SGHA to exhibit central control, objective evaluation, (see chapter 6) and of unit co-ordinators to manage the



change process locally (see results of staff survey in section 7 ) resulted in a general lack of co-ordination.

The Authority's failure to allocate a budgetary provision or to take account of local variation when framing the policy compounded the issue.

Policy can reduce dependence upon individuals only if collective responsibility is assumed, and procedures are put in place which enable the service to fulfill the obligations placed upon it by the policy the policy. The findings within sections 5 and 7 suggest that S.G.H.A. failed in these respects.

This conclusion also applies to point 7 of the 8 point procedure for formulating and implementing policy by Torrington et al as presented in section 1.

## 8.2 Stages of Successful Implementation.

The S.G.H.A. Policy Document on the use of the Welsh language identifies 11 key conditions which must be met for the policy to be considered to have been successfully implemented. It is here suggested that a list of conditions in itself is an insufficient guide to success, but these conditions must be met in a particular sequence if the overt aims of the policy are to be met. It is the case that a number of different stipulations may be assigned the same sequence point.

This section suggests ways in which the formulation and implementation of a Welsh Language Policy by a Health Authority, or similar, might be approached and draws upon the findings within this thesis.

For convenience issues/suggestions have been grouped on a 3 phase basis as follows:

### 1. Pre Policy Approach

1.1 The initial brief should be clear, concise and closed to interpretation.

1.2 The composition of the working group should reflect as far as possible the staff mix of the organisation/the mix of groups likely to be affected by the policy and/or its implementation.

This was not the instance in S.G.H.A.'s case. The working group included officer representatives of only 2

disciplines, Therapists and Administrators. The absence of a nurse officer representative possibly contributed to the lack of awareness amongst nursing staff as discussed within section 7.

1.3 Prior to formulating the policy or reaching any agreement the group should consider:

- (a) What is demanded i.e. made mandatory by legislation, official instruction etc.  
Evidence suggests that S.G.H.A. satisfied this requirement. The policy document itself makes reference to such (see section 5).
- (b) What is necessary if the stated aims and objectives of the service are to be satisfied.  
Evidence also indicates that this was considered by S.G.H.A. Once again the policy document refers to such aims and objectives.
- (c) What is desirable - with reference to demand, the initial briefs. Although the S.G.H.A. Working Party addressed its brief its examination of demand was strictly limited to a analysis of the number of Welsh speakers and Welsh language medium schools. This is a major weaknesses of S.G.H.A's approach.

1.4 Pre formulative research should be undertaken. Such research should recognise the importance of geographical variables i.e. where a service is offered at more than one site, the division of staffing, resources, budgets,

together with the potential and actual variation of demand/level of expectation.

Also other issues notably the current availability of resources, skills, staff (including number of Welsh speakers); the current existence of relevant procedures/systems, the scale of existing provision, evidence of the scale of demand whilst identifying and quantifying local variables.

An evidence based approach is necessary and all factors need to be qualified and quantified. The evidence and findings which appear in sections 5 and 7 are seen as partly due to the failure to address resource and finance distribution. No centrally produced policy should ignore operational factors of this importance within the planning process.

## 2. Policy formulation

2.1 At the stage of formulation every effort should be made to consult formally with functional and general managers with a view to ensuring a participative approach.

It is felt that such an open approach would increase the chances of effective implementation at a later date.

This consultation might take the form of a 2 way communication exercise involving the issue of interim discussion papers inviting feedback. Although S.G.H.A. consulted members of its Management Board prior to release the majority of such were either District based or Unit

General Managers rather than being front line functional managers who would need to effect the necessary change.

2.2 Once formalised recommendations should be prioritised and costed prior to incorporation within a policy document.

This stage would enable the group to review the feasibility of its recommendations prior to submission.

Budgets might be agreed in principle at this stage.

The fact that S.G.H.A. failed to cost its own proposals prior to implementation arguably contributed to its negative reception and limited impact as managers may have shied away from, inferring additional unwelcome costs, against which they might be judged.

2.3 Methods of communicating the policy should be discussed and agreed upon prior to release of the policy.

2.4 A single cohesive policy should be forwarded for approval as a 2 part/multi part approach may dilute the impact. Arguably S.G.H.A.'s two part approach confused the chain sequence approach which might otherwise have been identified.

2.5 If a cascade communication mechanism is agreed a systematically structured training of trainers approach might be considered appropriate. The findings of the staff questionnaire survey discussed in section 1 indicates that less than 10% of respondents knew of the existence of S.G.H.A.'s policy. Many of those who did not know were themselves responsible for other staff. A training of

trainers cascade approach would have resulted in large scale, rapid coverage and perhaps promoted a feeling of 'ownership' amongst participants.

2.6 If in written form the policy should be circulated in written form although verbal reinforcement may prove necessary.

2.7 Criteria for the appointment of operational co-ordinators would need to be established. As identified in section 5 the appointment of co-ordinators is seen as the first stage of the chain of implementation. The quality of the appointment is crucial and therefore a person specification is essential.

2.8 Operational guidelines should be formulated and communicated effectively to all interested parties at the same time. This would ensure a vital link between policy and practice and seek to clarify and build upon the policy stipulations. S.G.H.A. only issued its operational policy on a restricted basis. It would have helped implementation had it been copied and made directly available to staff at all levels of responsibility.

### 3. Post Launch Action

3.1 The working group should be maintained and operational co-ordinators/representatives should be seconded to the group.

This would facilitate a continuity whilst injecting a renewed and updated sense of realism.

Within S.G.H.A. as discussed in section 5, the working group met on only 2 occasions after the launch of the policy, a fact which underlined the lack of co-ordination and less than effective evaluation.

3.2 Reviews should refer to each and every policy point stipulated and a performance indication type approach should be implemented.

As seen in section 5, S.G.H.A.'s only attempt to evaluate its policy was extremely selective in its approach and did not facilitate the identification of weak areas and further progress.

3.3 Depending upon the complexity of the policy and the range of stipulations a series of sub groups consisting of working group members might be established each concentrating on a particular aspect of the policy and/or its implementation - sub group would then feed reports to the full working group.

Within S.G.H.A. the composition of the working group was such that only 2 disciplines were represented - Physiotherapy and administration. When coupled with the fact that unit co-ordinators failed to ever meet as a group (see section 2). It is unsurprising that the implementation was not effective.

3.4 Maintenance of awareness -consideration should be given to

- (a) Incorporating an item in any induction programmes

which might be operational/become operational -  
the working group or its appropriate sub group  
might liase with Personnel/Training/line managers  
on the subject.

S.G.H.A.'s failure to do so made the task of  
communicating the policy more difficult than  
necessary and contributed to the lack of  
awareness (see section 7).

- (b) Incorporating a copy of the policy in any policy  
portfolios, staff handbooks which might exist.



**Text transcription**

**Welsh Language Act 1967**

An Act to make further provision with respect to the Welsh language and references in Acts of Parliament to Wales. [27th July 1967]

WHEREAS it is proper that the Welsh language should be freely used by those who so desire in the hearing of legal provision should be made for the use of that language, with the like effect as English, in the conduct of other official or public business there; and that Wales should be distinguished from England in the interpretation of future Acts of Parliament:

Be it therefore enacted by the Queen's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:-

1.-(1) In any legal proceeding in Wales **Use of Welsh**  
the Welsh language may be spoken by any **in legal**  
party, witness or other person who desires **proceedings.**  
to use it, subject in the case of pro-  
ceedings in a court other than a  
magistrates' court to such prior notice as  
may be required by rules of court; and any  
necessary provision for interpretation shall  
be made accordingly.

(2) Section 1 of the Welsh Courts Act **1942 c. 40**  
1942, and in paragraph 7 of the Schedule **1943 c. 39**  
to the Pensions Appeal Tribunals Act 1943  
the words from the beginning to "language  
and", are hereby repealed.

2.-(1) Where any enactment passed either **Welsh**  
before or after this Act specifies the form **versions of**  
which is to be or may be used for an **statutory**  
official or public purpose, the appropriate **forms etc.**  
Minister may by order prescribe a version of  
the document or words in Welsh, or partly in

Welsh and partly in English, for use for that purpose in such circumstances and subject to such conditions as may be prescribed by the order.

(2) Any power to specify such a form of document or words as is mentioned in subsection (1) of this section which is conferred, whether in express terms or otherwise, by any enactment passed either before or after this Act shall include power to prescribe such a version of the document or works as is there mentioned for use for the purpose in question in such circumstances and subject to such conditions as may be prescribed by the instrument by which the power is exercised.

(3) In this section "the appropriate Minister" means, in relation to any enactment-

(a) in the case of an enactment for the execution of which in Wales a Minister other than the Secretary of State is responsible, that Minister; and

(b) in any other case, the Secretary of State,

and any question arising under this subsection shall be determined by the Treasury.

**Provisions**      3.-(1) Subject to subsection (2) of this  
**supplementary** section, anything done in Welsh in a  
**to s.2**            version authorised by section 2 of this Act  
                     shall have the like effect as if done in  
                     English.

(2) Any power to prescribe conditions conferred by the said section 2 shall, without prejudice to the generality of that power, include power-

- (a) to provide that in case of any discrepancy between an English and a Welsh text the English text shall prevail;
- (b) to prescribe conditions subject to which a document containing a version authorised by the said section 2 of any provisions of another document shall be treated as a true copy of that other document.

(3) Any provision authorising the use of a document or words to the like effect as a document or words or which a version is prescribed by virtue of the said section 2, or authorising the adaptation of a document or words of which a version is so prescribed,

shall apply to the version as it applies to the original document or words.

(4) The power to make an order conferred by subsection (1) of the said section 2 shall be exercisable by statutory instrument and shall include power to vary or revoke an order under that subsection by a subsequent order thereunder; and any statutory instrument made in pursuance of this subsection shall be laid before Parliament after being made.

4	Section 3 of the Wales and Berwick Act 1746 (which provides that references in Acts of Parliament to England include references to Wales and Berwick) shall have effect in relation to any Act passed after this Act as if the words "dominion of Wales and" were omitted.	<b>References to England in future Acts not to include Wales.</b>
		<b>1746 c. 42</b>
5.-(1)	This Act may be cited as the Welsh Language Act 1967.	<b>Short title, interpretation and saving.</b>

(2) In this Act "Minister" includes the Treasury, the Board of Trade, the Commissioners of Customs and Excise and the Commissioners of Inland Revenue, and "enactment" does not include an enactment of the Parliament of Northern Ireland.

(3) Nothing in this Act shall prejudice the use of Welsh in any case in which it is lawful apart from this Act..pa

Circular WHSC (IS) 117

TEXT DETAILS

WELSH HEALTH SERVICE CIRCULAR (INTERIM SERIES)

This Circular advises those engaged in the health service in Wales on the action they might take to assist those who wish to use the Welsh language in their relations with the health service.

General Policy

1 The general policy regarding the use of the Welsh language in the administration of the public service in Wales is based on the Government's acceptance in December 1965 of the "principle of equal validity", namely that, any act writing or thing done in Welsh shall have like legal force as if it had been done in English. The remaining legal impediments to the use of Welsh in the transaction of business with public authorities were removed by the enactment of the Welsh Language Act 1967. Since then the Government has taken numerous steps to provide for the use of the Welsh language in the conduct of official business. In October 1969 local authorities, which at the time had health responsibilities, were invited in Welsh Office Circular on "The Use of the Welsh Language" (No 82/69), to consider what further action

they might take to facilitate the use of Welsh in the conduct of business.

More recently a Working Party of the Welsh Hospital Board published in June 1972 its report recommending ways in which the use of the Welsh language in the hospital service might be extended. The recognition of the service required that the advice already issued should be reviewed so that the new health authorities should adopt a common approach to the use of Welsh in their contacts with the public and in particular with the patient.

2 In a personal service concerned with the health of patients, the relationship between the service and individuals seeking advice or treatment must be close and intimate. Much depends on the establishment of confidence between those administering the service and those who seek it. In this, paramount is the skill and devotion of those who provide the service.

3 However, relationships between those seeking and those providing the service in Wales can often be assisted by recognising the importance of the Welsh language to those whose first language it is. This is self evident in predominantly Welsh speaking areas and applies equally to many individuals living in predominantly English-speaking areas. It has a particular relevance to certain groups



of patients - the young and the elderly - who in some cases may have difficulty in making their wishes known in a second language - and to the mentally ill and the mentally handicapped. The evidence received by the Welsh Hospital Board's Working Party convinced it of the value to the sick person of being able to use one's mother tongue in what can be perhaps a most disturbing and emotionally fraught situation. With the increasing development of specialist services at selected hospitals there are few major hospitals in Wales which do not treat some patients who will be put more at ease by a conversation in Welsh or by listening to Welsh radio or television programmes. If the Welsh language is to be accorded equal validity in practice, as many Welsh language services as the responsible authorities and their staffs are reasonably and practicably able to supply should be offered to individual patients.

4 The health service also has a responsibility to the community which it serves. Use of the Welsh language alongside the English can make a significant contribution to the attitude of a visiting family and indeed of the community at large to the work of the particular hospital or service.

#### Application

5 Action that can be taken to assist the use of Welsh in the health service in Wales is as follows:

5.1 The answer to an inquiry should be given in the language in which it is made. It has already become accepted practice that letters written to public authorities in the Welsh language are replied to in Welsh.

As many oral inquiries are made at hospitals and clinics every effort should be made to ensure that these can be answered in the originating language.

5.2 As the language of the inquiry is directly influenced by the environment in which it is made, every effort should be made to encourage the use of Welsh by exhibiting signs and notices in both languages in reception areas, giving them equal status, and on all main external and main internal signs and on vehicles. The practice of indicating the authority's name in Welsh on one side of a vehicle and in English on the other is commended as one which accords equal status to both languages without additional cost.

5.3 Where a form, letterhead or pre-printed letter or set of instructions is to be used by a member of the public or by a patient, it should be published bilingually with each language accorded equal prominence. The issue of bilingual forms avoids the necessity of duplicating stocks and experience shows

that the additional cost of bilingual forms is small, particularly where the forms are short and simple. Where a bilingual version of the form is not practicable a Welsh version should be prepared and its availability be made widely known by including on the English version a statement that a Welsh version is obtainable.

5.4 The Secretary of State has decided that 'Consent to Treatment' forms which have to be completed by patients, should be bilingual. the 12 bilingual forms are now being introduced to the range of standard medical records forms on central supply from the Welsh Health Technical Services Organisation and authorities should ensure that these forms are available to patients.

5.5 The use of bilingual publications should be considered and the following guide to practice should be followed where practicable and in response to demand.

a) Printed material including annual reports produced for general publication should be published bilingually.

b) Staff journals should include material in the Welsh language.

5.6 Consideration should be given to the issue of public notices in Welsh as well as in English as appropriate.

5.7 Facilities should be provided for patients who wish to receive Welsh language broadcast services and to attend religious, cultural and leisure activities organised through the medium of either language according to demand.

#### Implementation

6 Health authorities have already gone a long way towards providing for the use of Welsh in accordance with the requirements of patients and the public. They are now asked to review their practice in the light of this general advice and to implement the spirit of the advice even though the exact way in which they do so will vary considerably from one part of Wales to the other according to the use made of the Welsh language locally. Much can be achieved with the resources already at the disposal of the authorities and further progress can be made as and when the opportunity arises and at minimum cost. The Authorities are asked to make no change in their present arrangements under which, in advertising posts, reference

is made to a Welsh language requirement only where the duties of the post are such that this is required for the effective performance of the duties involved. In order to secure the goodwill of staff and their co-operation in the use of Welsh, Authorities are requested to consult with their staffs in implementing this advice on the use of the Welsh language in the health service in Wales. the Welsh Translation Service of the Welsh Office Information Division can offer assistance to authorities where it is not possible for them to make their own local translation arrangements. Inquiries about this circular should be directed to Health Services Division 2, Health and Social Work Department, 17th Floor, Pearl Assurance House, Greyfriars Road, Cardiff CF1 3RT.

WELSH OFFICE

HL 57/73/86/41

PLAID CYMRU

Plaid Cymru is a political party which identified its principles in its programme for the 90's (ref: Plaid Cymru, Wales in Europe, A Community of Communities, Cyhoeddiadau Plaid Cymru Publications ISBN 0 90507746 6) as follows:

"The Principles of Plaid Cymru

The nationalisation of Plaid Cymru is like a pyramid, built on four cornerstones: the land of Wales, the communities where our people, the social value we share and the language which has expressed those value for nearly two thousand years. At the apex of the pyramid is the keystone: our aim of self-government.

Our nationalism starts with the love of the actual territory of Wales, the fields and mountains, the lakes and streams. In the past Wales has been ravaged by slag heaps and coal tips, drowned by reservoirs, sterilised by coniferous forests, shelled by army tanks, polluted by nuclear fall-out. Now even the atmosphere we breathe is a threat. Today more than ever our love of Wales demands a fight for survival. That is why environmental policies are a cornerstone of our programme.

But even more important than the land itself are the communities in which our people have lived for generations. The sense of 'belonging' to a community small enough to recognise the value of each human being provides the essential link between the individual and the whole of mankind. But a living community must feel responsibility for its own affairs; democracy is its lifeblood. The deliberate destruction of democratic local government by the Tory regime threatens the very life of our communities. that is why decentralism is an important cornerstone in our philosophy. And it is from the experience of our communities that we have inherited a commitment to social justice. 'Cynhortha' represents a set of values deeply rooted in our history, where the young

protect the old and the strong defend the weak. These are the values that Robert Owen taught the world under the label 'socialism'. Today these values are threatened as much by the anonymity of a rootless society as by the Tory ideology of selfishness and greed.

The final cornerstone is our cultural identity as a nation. An important element in this is the Welsh language, the medium through which our historical experience and our social values have been handed down. Today the language is threatened as never before.

Yet better the all-out attack on all fronts than slow erosion, the opening of cracks, the crumbling of unity. At least the present government, with its indifference to the environment, its destruction of local government, its ideological hatred of social justice, is not **our** government, not the government **we** voted for. The whole of Plaid Cymru and the vast majority of Wales can unite in total opposition.

Once that unity is established the logical strategy moves to the keystone. There is no alternative. Full self-government is no longer a distant aim but an urgent necessity. We therefore look forward to a Wales enjoying full national status within Europe. A Wales governed democratically by a Welsh Parliament. A Wales with maximum power devolved to a tier of most-purpose local authorities representing genuine geographical districts, and a network of strengthened community councils.

In this programme we present our vision of Wales in Europe, a vision that inspires us with the hope and confidence to tackle the problems. Plaid Cymru is facing the challenge."

Within the same document under the heading 'Facing the Challenge: Our Heritage' the Welsh language was discussed as follows:

"The fourth cornerstone of our policy is the fight to preserve and develop the distinctive languages and cultures of Wales. this cornerstone is part of the rock of nationhood on which our political philosophy is based.

## **The Welsh language**

The Welsh language is the medium through which our historical experience and our social values have been handed down through the generations. It is the badge of our national identity. A full command of the language, with the ability to enjoy the rich heritage that it reveals, is the birthright of every child who lives in Wales.

The rapid spread of Welsh-medium education, where provision is always outstripped by demand, the outstanding success of S4C, the ever-increasing list of published books: all indicate a language that is vitally alive and totally equipped to express the aspirations and ideals of the Welsh people in the 21st century.

Yet today the language is threatened as never before. In a community where one language is universal, positive action must be taken to develop the minority language, however dynamic and effective that language may be. In Wales today, in the face of a high level of in-migration and official discrimination, the future of the language is still not secure.

## **A Language Act**

As a basic step towards all aspects of safeguarding and developing the Welsh language Plaid Cymru calls for a new Welsh language act to ensure the same status and the same opportunities for the Welsh and English languages in all aspects of the national life of Wales in accordance with the United Nations Charter of Human Rights and the Resolution of the European Communities.

The 1967 Language Act is totally inadequate as it fails to give full official status to the Welsh language. Equal validity is not enough. It must be possible for any member of the public to have a totally free choice in using either language in carrying out any public business.

In a healthy bilingual situation there is complete freedom of choice without the need to duplicate everything. Thus documents or statements made by an individual or a company in Welsh should have the same status as those in English. Official insistence on an equivalent English version is unnecessary and seriously undermines the role of the Welsh language.



At the same time, documents published by official bodies for public distribution should be automatically bilingual, and full translation facilities should be automatically provided by any public body."

Conservative Party Campaign Guide 1991 read as follows

"(F) THE WELSH LANGUAGE AND CULTURE

A Record of Commitment. The Conservative Party's aim is to enable the Welsh language to flourish. It does not regard its support for the Welsh language as some form of rearguard action designed to ensure its partial survival. No other Party has done so much to assist the language.

The 1967 Welsh Language Act, which raised the status of Welsh to one of equality with English, was passed with full Conservative support. It was based on the recommendations of the Sir David Hughes Parry Committee Report on the Legal Status of the Welsh Language, established in 1963 by Sir Keith Joseph.

The Conservatives were the first to give Government assistance to the Welsh language nursery school movement in 1970-4. In the last ten years, Welsh Office support for the movement has increased by over 800 per cent, reaching £35,000 in 1990-1.

In 1973, the Conservatives set up the Council for the Welsh Language (which was wound up by Labour in 1978).

In 1982, Sianel Pedwar Cymru (S4c) was established. It has been given funding of £55 million for the coming year, enabling it to provide subtitles, and boost audiences further.

Direct government support for the Welsh language has increased by over 700 per cent in real terms since 1979-80. £5.9 million was allocated for 1990-1, a 30 per cent increase over 1989-90.

The government has given Welsh a statutory place in the school curriculum for the first time; and has set up a Welsh Language Board - a decision described by Plaid Cymru MP, Mr Dafydd Wigley, as the most far-reaching ever made by a Welsh Secretary.

A free DSS telephone advice service in Welsh was launched in January 1991.

The Welsh Language Board (WLB) was established in July 1988 by the then Secretary of State, Mr Peter Walker. Its functions include:

- developing voluntary codes of practice on the use of Welsh in the public and private sectors;
- advising on the use of Welsh in public administration;

- investigating complaints;
- advising the Secretary of State on matters relating to the Welsh language.

A New Welsh Language Act? In a report published in November 1989, the WLB claimed that the Welsh language is at a statutory disadvantage compared to English and is therefore regarded as inferior. The Board advocates a declaration in legislation of the principle of equal validity to enhance the relevance of the Welsh language and to encourage its wider use. The Secretary of State, Mr David Hunt, has made it clear that he has not yet been convinced of the benefits of new, all-encompassing legislation. In February 1991, the Welsh Language Board submitted a draft Act, which will be considered carefully over the next few months.

The National Curriculum in Wales. The Welsh language forms an integral part of the National Curriculum for Wales. By 1995 every pupil between the ages of 5 and 16 will have the opportunity of studying the Welsh language. The Welsh curriculum will be introduced in stages, and there will be different streams of development for pupils of different ages, abilities and backgrounds. It is proposed that in bilingual schools where Welsh is the predominant medium of teaching, Welsh will be a core."

## THE BETTER WAY FOR THE WELSH LANGUAGE

### *Labour's Policies for the development of the Welsh Language*

#### 1. Introduction

1.1. The Labour Party has a record of support for the Welsh language of which it can justly be proud. It was a Labour Government that carried the Welsh Language Act in 1967. Labour gave the first central government grants to the Royal National Eisteddfod. Labour prepared the way for the fourth television channel to be allocated in Wales to the Welsh language, and made it possible for the Secretary of State for Wales to give specific grants for Welsh language education. In recent years, Labour local authorities, despite the financial constraints imposed by central government, have massively expanded the provision of Welsh-medium schools.

1.2. In its Welsh Manifesto for the 1987 Election, the Labour Party promised, if elected, to study the working of the Welsh Language Act, and to "introduce a new Bill as part of its policy to ensure the survival and health of the language". That commitment still stands, as does the succeeding comment embodying the governing principles of the Party's policy toward the language, namely that Labour's decisions will be to the best advantage of the language and avoid division among the people of Wales". However, events have taken place during the last three years that made it timely for a Working Group of the Wales Labour Party to reappraise and set out in greater detail the consequences of that commitment.

1.3. In addition, it was thought appropriate to consider whether or not there might be any broader measures, distinct from statutory support, that might be taken to safeguard and encourage the language, particularly in its rural heartlands. As was stated in the Final Report of the Party's Policy Review Groups, "Meet the Challenge, Make the Change", "the Welsh language and the rich cultural heritage that it embodies requires continued support." It is the intention of this Report to describe the nature of the support that a new Labour Government would provide.

#### 2. A New Welsh Language Act

2.1. During the past decade, a consensus of opinion has emerged in Wales over the need for an additional measure of statutory support for the Welsh language. The Labour Party in Wales has been at the forefront of the body of opinion, and fought the 1987 General Election on a platform which included a commitment to introducing such legislation. The Bill that a Labour Government will promote will aim at ensuring fair treatment for those wishing to use Welsh in their daily lives, whilst not restricting the rights of those who do not speak Welsh. The measures it will contain will express in practice Labour's commitment to freedom and fairness,



and to equal rights for all under the law. The Shadow Secretary of State for Wales, Barry Jones, has already stated that Labour will introduce such a Bill in the first full session of a new Parliament.

2.2. We have studied with interest the draft bills produced in November 1989, and February 1991 by the Welsh Language Board, a body established by the Secretary of State for Wales in 1988. We welcome a number of the provisions contained within their revised Bill. After consulting with the Board, and with representative bodies in Wales, we have established the principal elements that we believe should be contained in the legislation that a new Labour Government would bring forward.

### 3. Equal Validity

3.1. The Hughes Parry Committee on the Legal Status of the Welsh Language reported in 1965 that "the status of the Welsh language for legal and administrative purposes should be raised and clarified." The instrument with which the Committee proposed to accomplish this object was "a clear, positive, legislative declaration of general application to the effect that any act, writing or thing done in Welsh in Wales should have the like legal force as if it had been done in English." The Committee believed that not only would such a measure remove the doubts and uncertainties concerning the present legal position of the language, but that it would also "strike a sympathetic chord in the feelings of many English men and women who reside in Wales, as well as most Welsh persons who do not speak the language."

3.2. As a consequence of the Hughes Parry Report, the Labour Government in 1967 carried through the Welsh Language Act, which stated, in its preamble, that Welsh should have "the like effect as English" in the conduct of official and public business in Wales. It was an historic measure, piloted through the Commons by the then Secretary of State for Wales, Cledwyn Hughes (now Lord Cledwyn of Penrhos). However, during succeeding years, it became clear that the principle of equal validity was not being carried into practice effectively, because there was no statutory framework to ensure its implementation.

3.3. We are of the opinion that there needs to be a clear and unequivocal legislative statement of the principle enunciated in paragraph 3.1. above, that any act, writing or thing done in Welsh in Wales should have the same legal effect as if it had been done in English.

3.4. One practical example of the application of the principle of equal validity has already been discussed by the Party in Wales. At its 1990 Annual Conference in Swansea the Wales Labour Party unanimously approved a resolution calling for the registration of births, marriages and deaths in Wales to be acceptable in either English or Welsh. We believe that it should be possible for information on registrations to be received, and certificates issued, in either English or Welsh only,



or bilingually. We therefore propose that the Registration of Births and Deaths (Welsh Language) Regulations be amended accordingly.

#### **4. Welsh in the Public Sector**

4.1. In addition to the legislative declaration of equal validity, we believe that it will be necessary to place some statutory requirements on public bodies in Wales to issue bilingual forms. We also believe that these bodies should be required to correspond with members of the public in either Welsh or English, subject to the requirements of the individual, and provided that those requirements are not unreasonable, and that compliance with them is not impractical. Many local authorities in Wales are already following this practice. The new legislation would have to include a revised definition of public bodies, which would incorporate the major utilities.

4.2. We recognise the concerns expressed by the CBI Wales to the effect that if these requirements were to be applied immediately in all parts of Wales, considerable difficulties might result. We therefore suggest that the Secretary of State for Wales should bring forward regulations to govern the introduction of the requirements over a specified period of time. The regulations would take account of the varying needs of different communities in Wales, and of the resources, both human and financial, of the public authorities that would be required to implement them. Public authorities would also be encouraged to simplify the content of all forms, whether written in English or Welsh, or both.

#### **5. The Welsh Language Board**

5.1. We wish to see the establishment of a statutory Welsh Language Board, with responsibility for encouraging the use of the language, providing practical assistance to that end, and monitoring the implementation of the provisions of the Welsh Language Act. Public bodies would be required to report periodically to the Board on their progress in implementing the provisions of the Act.

5.2. There may a small number of public bodies who will be determined not to comply with the requirements of the Act. Accordingly, it will be necessary to provide some means, such as judicial review, whereby the Board can seek to bring them into compliance.

5.3. The composition of the Board should reflect the diversity of interests and of communities in Wales, and that it should not simply consist of people nominated in a personal capacity by the Secretary of State, or be limited to persons who speak Welsh. It would report annually on its work, initially to the Welsh Office, then, on its establishment, to the Welsh Assembly.



## 6. Translation Service

6.1. The Hughes Parry Committee in 1965 recommended the establishment of a central translation service dealing with requests for translations "from judicial and local government officers, and semi-public institutions in all parts of Wales".

Twenty-five years on, the need for such a service remains, and would be accentuated by the passing of a new Welsh Language Act. We consider it worthwhile that such a service be established, operating either directly through the Welsh Office, as Hughes Parry envisaged, or under the auspices of the Welsh Language Board.

6.2. The service could be offered to private as well as public clients, and could, as well as offering in-house translation services, act as clearing-house for requests, using an approved list of private translators. We anticipate that the service would generally be self-financing and would also constitute a means of encouraging the use of Welsh in both business and the public sector.

## 7. The Welsh Language and Employment

7.1. In recent years, an apparent conflict has emerged between the provisions of the Race Relations Act and the desire of some public bodies to appoint staff with proficiency in the Welsh language to certain posts. We believe that the law governing such appointments should be equitable and clearly understood by all.

7.2. There are some jobs where the an ability to speak Welsh is essential. An example would be caring for young children, people with learning difficulties, or elderly people, where such groups used Welsh as their first language. There are other jobs where knowledge of Welsh is desirable, but not essential.

7.3. Labour believes that the Race Relations Act is not an ideal mechanism for dealing with abuses in this field. However, we do not regard the total removal of Welsh from the scope of this legislation, with all the far-reaching implications that this would have, as a feasible option. We would wish to see the object of existing legislation, namely the prevention of the Welsh language being used as an absolute bar on the appointment of non-Welsh speakers to posts in Wales, clarified in our new Act. Following the introduction of the Act, it would be possible for cases of alleged linguistic discrimination to be raised with both the Central and Local Government Ombudsmen. In addition, we would hope that the Secretary of State for Wales would consider issuing guidelines to local authorities and other public bodies on the nature of posts for which knowledge of the Welsh language might reasonable be expected to be required.

## 8. The Welsh Language and Education

8.1. The Labour Party, at both central and local government level, has a proven history of support for education through the medium of the Welsh language. The





revival of the language in South East Wales has been spearheaded by the work of Labour educational authorities. For example, Labour-controlled Mid Glamorgan has opened 6 new Welsh medium primary schools and a fourth Welsh medium secondary school in the past 5 years. It was a Labour Government that in 1978 pioneered the introduction of a specific grant to assist the implementation of bilingual education policies.

8.2. Labour's policies concerning the role of the Welsh language in education are based on two firm objectives:

- i) that every child in Wales should have the opportunity to learn and use the Welsh language effectively; and
- ii) that Welsh medium education should be available to all those school pupils whose parents request it.

8.3. The ability of local education authorities to carry these principles into full effect in partnership with a future Labour Government will depend upon the speed with which public resources can be made available. There may need to be increases in capital expenditure for new school buildings and provision made for increased free school transport. The availability of resources will in turn depend upon the prevailing state of the economy when Labour takes office. However, Labour will invest as much in our education service as circumstances allow, in the knowledge that prosperity for Wales ultimately depends upon giving our children a better education and greater opportunities.

## 9. The Tory Legacy in Education

9.1. Our approach contrasts strikingly with that of the Conservative who have starved the education system as a whole in Wales of funds over the past twelve years. As a result of their policies many Welsh-medium school buildings are in a state of serious disrepair, and there is a growing shortage of Welsh-speaking teachers.

2. Although some of the increased demand for Welsh-medium education in South Wales has been met by an improvised use of school places freed by the demographic reduction in school-rolls, the building thus made available gave not always been in the best condition. Local authority school building programmes have, for some years, been far from sufficient even to meet a normal timetable of replacement. The Shadow Secretary of State for Wales, Barry Jones, recently estimated that the backlog of maintenance and repairwork in Welsh schools amounted to over £130 million. Compared with their English counterparts, therefore, local education authorities in Wales will need funds not only to meet that backlog, but also to meet the increasing demand for places in Welsh medium schools. In addition, we wish to encourage the development of language centres in Welsh-speaking areas, which help to introduce English-speaking children to the Welsh language. Such centres already operate successfully in parts of Dyfed and





Gwynedd. These special factors, we believe, should be recognised in future grant settlements.

9.3. The shortage of Welsh-speaking teachers is severe and has been exacerbated by the demands of the new National Curriculum. The number of secondary school teachers fluent in Welsh declined from 3300 in 1985 to 2700 in 1990. Essentially, the cause is that which has produced shortages in English-medium subjects such as mathematics, science and modern languages, namely a lack of status attached to the teaching profession and poor salaries. Only when action is taken to improve salaries and status is there likely to be an easing of the Welsh problem. Two out of three people who enter teacher training leave the teaching profession within five years. In Wales, many Welsh-medium teachers are attracted to better-paid posts in industry and the media. Labour will increase teachers' pay as resources allow, and will introduce a special loyalty bonus for those teachers who remain in the classroom for more than five years. We will remodel teacher training facilities, and will expand the provision of inservice training for Welsh learners, and for Welsh speakers teaching specialised subjects. We also believe that measures should be taken to raise the number of Welsh-speaking students graduating from the University of Wales teacher training departments, and other Welsh public sector higher education establishments.

## 10. Nursery Education

10.1. Labour is pledged to ensure that nursery education should be made available to all 3 and 4 year-olds whose parents desire it. We would also wish to see the needs of those children whose parents wish them to attend a Welsh medium nursery met, and that central government continue to support the work and development of the Mudiad Ysgolion Meithrin.

## 11. Post 16 Education

11.1. Prior to the Government's announcement that it intends to take 16-19 education out of local control, most local education authorities were implementing or planning tertiary reorganisation to meet the varied needs of older school pupils. We believe that these schemes should contain appropriate arrangements for the provision of Welsh medium education, and are concerned that the needs of Welsh-speaking students may not be adequately provided for under a centrally-controlled system.

## 12. Special Education

12.1. Welsh-speaking children with special needs should be given the opportunity of a Welsh medium education, when their parents request it. Though their numbers may be small, local education authorities should be required to make provision for their need. Education and health authorities should also be required



to ensure the availability, when needed, of Welsh-speaking speech therapists, child psychiatrists and psychologists.

### 13. Adult Education

13.1. The Party's national policy to improve access to educational opportunity for those who left school early, and who have never had the opportunity to return to any form of education or training, will be of benefit to Welsh speakers, and special provision should be made for them, utilising the existing Welsh educational institutions. Such provision should be distinct from and in addition to the needs and growing demands of adults wishing to learn Welsh. This is a demand which should be actively encouraged and provision made for the local authorities, the health authorities and government departments in Wales to grant paid leave of absence to those of their employees accepted as students on approved Welsh courses.

### 14. Higher Education

14.1. We would wish to see the development of more course taught through the medium of Welsh in the constituent colleges of the University of Wales, and in the public sector higher education institutes. This is particularly important in view of the need to produce more Welsh-medium secondary school teachers. We believe that the presence of English and Welsh language course together as part of the individual college syllabus is an important and valued component of the University.

### 15. The Economy and the Language

15.1. A flourishing economy is an essential prerequisite of the continuance of the Welsh language in the communities in which it remains the main medium of communication today. This principle has been summed up in the phrase "Dim gwaith: dim iaith". Unfortunately, those areas which constitute the geographical heart of the Welsh language have, in recent years, have suffered high levels of unemployment and low standards of living. For example, Gwynedd has a higher proportion of Welsh speakers than any other Welsh county (61%), but its unemployment rate at 11.7% (December 1990) is also the highest of any of the Welsh counties. Similarly, average male earnings in Gwynedd in 1988 were 17% below the UK average.

15.2. The underlying weakness of the economy in these areas is partly due to long-term factors such as the decline of agricultural employment. However, much of the blame must lie with the Conservative Government for cutting back on regional development grants to industry and funding for local government services.

15.3. We believe that a co-ordinated strategy is needed to develop economic



opportunities in rural Wales, involving local authorities and regional development agencies, with a strong lead from the Welsh Office. The Development Board for Rural Wales and the Welsh Development Agency would be given an enhanced role in providing resources and assistance for economic development. In addition, local authorities would be freed from the restrictions imposed on them by the Conservatives and given powers to act, compete and innovate in response to the needs of their locality.

15.4. There is a pressing need to improve transport infrastructure links throughout Wales to ensure that rural areas do not become isolated from the mainstream of commerce in the wake of the opening of the Channel Tunnels and the creation of the internal market within Europe. We welcome the proposals to upgrade the rail system in these areas that are contained in the Labour Party document "Moving Britain into Europe".

15.5. We welcome the proposals of the Wales Labour Party's Housing Working Group to tackle the demand for low-cost housing in rural Wales. We believe that these will play a vital role in assisting key workers to remain within the community, and give a boost to the local economy through the expansion of employment in building and related trades.

## 16. Broadcasting and the Language

16.1. The Wales Labour Party has always been a strong supporter of a Welsh language television channel. Not only has S4C provided a new service for Welsh speakers, but it has given a major boost to the Welsh media industry and to the Welsh economy in general. As S4C is funded from a levy on the advertising revenue of all the ITV companies, it receives £55m annually from the English and Scottish regions.

16.2. We welcome the fact that under the 1990 Broadcasting Act, the immediate future of S4C has been secured. However, we are worried by the implications for Welsh broadcasting of the new regime that the government has imposed. After 1993 S4C will be forced to raise some of its revenue through advertising. It has been suggested that this may put greater pressure on S4C to relay more of the English Channel 4's output in order to increase the ratings. However, we have been assured by the Chief Executive of the company that they do not intend to alter the present ratio of Welsh to English Language programmes on S4C, which at present stands at 1 hour of Welsh-language broadcasting for every 4 hours in English. We would urge a Labour Government to monitor the balance of output from S4C and if necessary take steps to ensure that there is no reduction in Welsh language broadcasts.

16.3. We believe that S4C should place a high priority on broadening its audience base, given that S4C's share of total TV viewing in Wales in 1989/90 was only 10.4% among Welsh-speakers. On average, Welsh speakers watch less than two and a half hours of programmes per week on S4C. We would wish that, wherever



possible, all S4C's recorded Welsh language output should be subtitled on Teletext. We note the success of S4C's new Welsh-learners programme, "Now You're Talking" and we urge that further initiatives be taken in this field.

### **17. Conclusion**

The Labour Party is the only national political party that has made firm commitments to support the Welsh language, and has the power to deliver them. Our proposals are designed to bring about a freer, fairer society in Wales with an attractive and diverse culture. We hope that the people of Wales will unite behind them.



**Welsh Language Society**

The Welsh Language Society (Cymdeithas yr Iaith Cymraeg) was founded in 1962 at Plaid Cymru's annual summer school and conference, which was being held in Pontardulais at the beginning of August of that year<sup>2</sup>. Its aims were to 'attain official status for the Welsh language equal with that of English in Wales' and to see that the Welsh language could and would be used by public bodies throughout Wales<sup>3</sup>. These demands were seen as a first and essential step towards saving the Welsh language from extinction. The Society was to use 'non-violent democratic methods wherever possible,' but was 'prepared to break flagrantly unjust laws when all other methods fail'<sup>4</sup>....

The Society was founded in response to a lecture given on the BBC's Home Service by Saunders Lewis in February 1962, in which he had called for a movement to insist on the Use of Welsh in forms and business by public authorities in the Welsh speaking parts of Wales (Ref The Welsh Question Nationalism in Welsh Politics 1945-1970 - Alan Butt Philip, 1975 University of Wales Press).

### Footnotes

3 The Welsh Language Society (Cardiff 1966), p.3

4 Ibid., p4

### Transcript of the Welsh Language Society's Original Membership Card 1963

"The aims are to

Ensure official status for the Welsh Language equal to  
that of English in Administration and Government.

Promote official status of Welsh equal to that of English  
in the World of business.

Whether legal methods fail the Society is prepared to use  
law breaking methods."

?

## **APPENDIX G**

### **CEFN**

CEFN believes that the Welsh people have the right to their own language in their own county, and that this should be a statutory right.

CEFN believes that Welsh people have the right to easy communication, verbal or written, in Welsh with any authority or organisation which needs to communicate with them.

CEFN believes that all the people - both young and old - of Wales have the right to learn their language in all parts of Wales and that the State should make equal provision for this as it does for the English language in England.

CEFN believes that anyone of any nationality who wishes to join the Welsh nation has the right to do so, by sharing in the will for the nation to survive and flourish, by choosing to be part of our community life, and by ensuring that his or her children learns the Welsh language. ✕

(REF: CEFN LEAFLET ISSUED 1992).

Merched Y Wawr

"Merched Y Wawr (Daughters of the Dawn) was formed early in 1967. Its founder, Mrs Zonia Bowen of Parc, near Bala, had been in dispute with the Merioneth County Federation of the Women's Institute over the use of Welsh in its administration. The County Federation insisted that reports of branch activities be in English when sent to county headquarters.<sup>1</sup> Mrs Bowen who had learned to speak Welsh as a second language<sup>2</sup> registered her protest by breaking away from the WI to form the first branch of Merched Y Wawr, a women's movement in which the Welsh language would have an honoured place.

Merched Y Wawr is effectively a Welsh-speaking equivalent of the Women's Institute movement. Aiming to span differences of town and country, political party, and denomination, it organizes at county and branch level varied programmes of entertainment, and educational and cultural activities which interest its members. The only stipulation is that Welsh is the official language of Merched Y Wawr and that the Welsh language is given a 'dignified place' in all the activities of the movement.

The idea of a Welsh-speaking Welsh women's movement corresponded with the rising nationalist mood at large in many parts of Wales after 1966. Within two years of the foundation of Merched Y Wawr about seventy branches had been set up in Wales, and the movement appeared to have considerable impetus. Between August 1969 and May 1970 a further thirty-two branches of Merched Y Wawr were formed bringing the total number of branches to 109.<sup>3</sup> The great strength of the movement lies in Anglesey, Caernarvonshire, and Merioneth where 58 per cent of the branches were situated in August 1969.<sup>4</sup> Inter-branch eisteddfodau were already being established, and a well-produced periodical, Y Wawr, with a sale of over three thousand copies per issue, circulated through the branches, keeping them in touch and offering articles of feminine interest.<sup>5</sup> One branch of the movement was even set up in Patagonia in 1969.

Merched Y Wawr, like the breakaway Farmers Union of Wales, seems to have quickly established a place for itself in Welsh society. Although confined very much to the small towns and villages of Welsh-speaking Wales, it appears to have a stronger appeal to the younger women than the Women's Institutes. It is difficult to assess accurately which is the more significant factor in the success of Merched Y Wawr, the youthfulness of the movement, or its nationalism; both are important to its survival. Merched Y Wawr represents a division in Welsh society, between those who enthuse about the Welsh lan-



guage and those who do not, which threatens the peace of many communities in Wales. The rivalry between Merched Y Wawr and the Women's Institutes may only server to exacerbate this linguistic cleavage by forcing the two movements to adopt contrasting and entrenched attitudes concerning the Welsh language."<sup>6</sup>

<sup>1</sup> Liverpool Daily Post, 25 May 1967.

<sup>2</sup> A. Le Calvez, Un Cas de Bilinguisme: Le Pays Galles (Lannion, 1970), p. 183.

<sup>3</sup> Y Cymro, 13 May 1970.

<sup>4</sup> Y Wawr, No. 5 (Aug. 1969).

<sup>5</sup> Liverpool Daily Post, 13 Nov. 1969.

<sup>6</sup> However, Mrs. zonia bowen has claimed that many women are members of both the Women's Institutes and Merched Y Wawr (Western Mail, 1 Oct. 1970).

## **APPENDIX I**

### **The National Eisteddfod**

The National Eisteddfod is first and foremost an institution for the safeguarding of the Welsh Language and the promotion of Welsh culture.

## THE NATIONAL EISTEDDFOD COURT

Up to 1937 responsibility of the Eisteddfod was divided between three bodies; The National Eisteddfod Association, The Gorsedd of Bards, and the Local Committee. Since the relationship between the first two bodies had not been clearly defined nor the responsibility of the Local Committee to this dual control made sufficiently explicit, the situation was unsatisfactory and the organization and governance of the Eisteddfod were so slack that it could vary greatly from year to year not only as to the standard of its competitions but even as to its Welsh character. Accordingly a joint committee of both bodies was formed to secure reform by establishing, if possible, one governing body over the National Eisteddfod, and as the result of their deliberations, the two old societies merged together to form in 1937 a new governing body under an new constitution. This is today called the National Eisteddfod Court.

It is the Court that ensures the holding of one National Eisteddfod annually, that receives petitions for it from the various towns, that decides where and when it shall be held and on what terms and conditions, that instructs, guides and assists the Local Committees, as occasion may arise.

**"TRANSLATION OF SECTION 1 OF THE CONSTITUTION OF THE  
COURT OF THE NATIONAL EISTEDDFOD OF WALES.**

**NAME:**

1 The name shall be the "National Eisteddfod of Wales" hereinafter called "The Eisteddfod."

**AIMS:**

2 The aims of the Eisteddfod shall be to sustain Welsh culture and to safeguard the Welsh language, through:-

(a) Ensuring the holding of its National Festival annually and co-operating with the Local Committee in its organisation.

(b) Publishing the prize compositions, adjudications and other such works and manuscripts as it may deem fit.

**LANGUAGE:**

3 Welsh shall be the language of the Eisteddfod.

**AUTHORITIES:**

4 The Authorities of the Eisteddfod shall be:-

(a) The Court; (b) the Council; (c) the Officers.

**MEMBERSHIP**

5 (1) Membership of the Eisteddfod may be obtained by presenting to one of the secretaries of the Court a request for membership together with the subscription for life-membership or the annual subscription.

(2) The Council shall have the right to refuse any application for membership.

(3) The fee for life-membership and the amount of the annual subscription shall be determined from time to time by the Court.

(4) One of the Secretaries shall keep a Register of Membership in which the names and addresses of all members shall be recorded. This Register, or an authorised citation from the same, shall be regarded as proof of membership.

(5) It shall be the duty of each member to the utmost of his ability, to maintain the aims and interests of the Eisteddfod and to observe all its regulations for the time being in force.

(6) The Council shall be empowered after suitable consideration to expel any member it may deem unworthy of membership. Such a member shall be given due notice that his case is to be considered and he shall be afforded an opportunity of defending himself in person before the Council."

In practice this means that responsibility for the list of subjects and the adjudicators and presidents is divided equally between the Court and the Local Committee. Equally too is divided the financial responsibility, and the Court is able to extend substantial aid to the Local Committee by loans and grants to launch the enterprise, and by offering substantial prizes in special competitions. The Court is also responsible for publishing the prize compositions and adjudications and other works. Under this provision important books have been published which could not have been published in the ordinary way except at prohibitive prices.

In addition to all this, the Court holds full right to promote the interests of the Eisteddfod by any means which it may from time to time deem advisable and under its trusteeship are secured endowments, memorial prizes and valuable properties such as the Silver Cups and Trophies and the gorsedd Regalia.

To enable it effectively to perform all these services, the Court delegates authority to its Council, Board and committees, such as the Executive Committee, the gorsedd Board, and the sub-committees of Finance, Literature, Music, Drama and Elocution, Art, Publication and Youth.

And, of course, the Local Committee has its official representatives on these sub-committees.

RHIENI DROS ADDYSG GYMRAEG  
PARENTS FOR WELSH MEDIUM EDUCATION

Appendix J

CONSTITUTION

1. TITLE

The association's title is 'RHIENI DROS ADDYSG GYMRAEG' ('PARENTS FOR WELSH MEDIUM EDUCATION').

2. AIMS

The association's purpose is to promote Welsh medium education and to unite Parents' Associations and individual parents whose children are receiving a Welsh medium education in order that they have an opportunity to:

- (a) exchange ideas and experiences amongst themselves
- (b) declare unanimously on matters of importance regarding education and the organisation of Welsh education.

3. TASK

In order to promote the above mentioned aims the association will work specifically to encourage parents and Education Authorities in Wales to give greater support to Welsh medium education and will undertake to act on the following schemes, amongst others:

- (a) To arrange conventions, public meetings and seminars on behalf of Associations at local, county, regional and national levels.
- (b) To operate on behalf of all Associations in matters dealing with the Welsh Office, Department of Education and Science, Welsh Language Development Committee, the Welsh Joint Education Committee, Local Education Authorities, Teachers Associations, etc., by corresponding, by preparing reports and memoranda and by appointing deputations, etc.
- (c) To encourage and establish more Welsh Nursery and Welsh Primary schools, to expand the provision of Welsh medium education in Primary schools, and to assist parent groups in those districts to form Associations and to liaise with the association.
- (d) To create a Welsh awareness (Cymreigeiddio) in Primary schools.
- (e) To influence the education authorities, local and central, to establish Welsh Secondary Schools in all areas where there is a demand, to expand the provision of Welsh medium education in Secondary schools, and to offer practical aid.
- (f) To create a Welsh awareness (Cymreigeiddio) in Secondary Schools.



- (g) To support the efforts to form Higher Educational establishments and University courses through the medium of Welsh, thereby providing a natural follow-up to Welsh primary and secondary education.
- (h) To publish literature in the form of pamphlets, booklets, etc. - with a special appeal to parents in Wales and with a view to convincing them of the benefits of a thoroughly Welsh orientated education.
- (i) To co-operate fully with Mudiad Ysgolion Meithrin (the National Association of Welsh Medium Nursery Schools and Playgroups).

#### 4. MEMBERSHIP

Membership of the association shall be open to:

- (a) any Parents' Association that is affiliated to a school which provides Welsh medium education
- (b) any Branch of the Association established by parents who support the aims of the association
- (c) individual parents who support the aims of the association.

#### 5. SUBSCRIPTION

Each Parents' Association and Branch of the association and each individual member shall pay to the association an annual subscription determined from time to time by the Annual Conference.

#### 6. THE ANNUAL CONFERENCE (Henceforth this will be termed A.C.)

- (a) The association in all respects is governed by the A.C.'s decisions and resolutions.
- (b) The A.C. shall consist of the following officials and members:
  - (i) Honorary Presidents to serve for an indefinite period.
  - (ii) Chairman, Vice-chairman, General Secretary, Minutes Secretary, Finance and Membership Secretary, Treasurer. The officers' terms of office shall terminate every three years.
  - (iii) Six representatives nominated by each of the County Committees. The six shall include the Chairman and the Secretary from each county.
  - (iv) Two representatives of each Parents' Association and Branch of the association that is a member of the association.
  - (v) Any parent who is a member of the association and any individual or a representative of any sympathetic organisation who may be co-opted from time to time by the association.

Wigley's Bill may be summarised as follows.

Welsh Language Bill

If the Bill became law in its prescribed form it would provide as follows:

Equal Validity of Welsh Language in Wales

Both the Welsh and English languages will be official languages in Wales and each will have full and equal validity, this being valid in any legal, administrative, business, social, educational or general context.

Any person communicating with a public body in Wales, orally or in writing may do so freely in Welsh and such body will reply in Welsh. When initiating correspondence with the public other bodies or employees, public authorities shall do so in a bilingual format and any other written material circulated for use by the public or employees shall be in such a format, notices shall be displayed by public bodies informing the public of logos, etc will be displayed as prominently in Welsh as they are in English and road traffic signs will be bilingual. Any member of a public authority may freely use Welsh at meetings and arrangements for translation from Welsh to English and English to Welsh would have to be made.

### Right to Learn Welsh

Every employee of a public body would be entitled to paid time off for tuition in Welsh, though the cost would be reimbursed to the employer by the Secretary of State.

All children would have an opportunity to receive education in Welsh and so will those in further education provided by local education authorities. The University of Wales and its constituent colleges will also have to provide education in Welsh for those who so desire. Any person receiving higher education in Wales may pursue studies in Welsh.

### The Welsh Language in the Court

The defendant or litigant in legal proceedings will have the right to choose at the outset of a case whether it takes place in Welsh or English. Where it is to be heard in Welsh a Welsh speaking Judge and court officials would have to be appointed. The Lord Chancellor in appointing Judges and Magistrates would ensure that there was a sufficient number of Welsh speakers appointed to satisfy this requirement.

### The Welsh Language in the Courts

There will be a right to have legal proceedings through the medium of Welsh in Wales, or outside Wales where the offence or cause of action occurred or arose in Wales. Arrangements will be made for determining the proper language of the hearing, and for ensuring that the Judge and others concerned have a competent knowledge of the language being used.

### Forms and Documents

In prescribed circumstances, there will be provision made for forms and documents to be produced in Welsh. Any document with a legal effect may be made in Welsh.

### Planning

Planning Authorities will have a duty to consider the Welsh language in their planning procedures.

### Miscellaneous

Cheques drawn wholly or partly in Welsh will be valid.

For the purposes of the Companies Act 1985, a company may deliver documents in the Welsh language. The Welsh forms of "Ltd" or "Limited" may be used.

Persons in custody will have the right to use the Welsh language.

In naming local authorities, the Welsh names shall have equal validity with the English.

## LIST OF CONSULTEES

### Local Authorities and Related Organisations

Clwyd County Council  
Dyfed County Council  
Gwent County Council  
Cyngor Sir Gwynedd

Mid Glamorgan County Council  
Powys County Council  
South Glamorgan County Council  
West Glamorgan County Council

Aberconwy Borough Council  
Alyn and Deeside District Council  
Arfon Borough Council  
Blaenau Gwent Borough Council  
Brecknock Borough Council  
Cardiff City Council  
Carmarthen District Council  
Cyngor Dosbarth Ceredigion  
Colwyn Borough Council  
Cynon Valley Borough Council  
Delyn Borough Council  
Dinefwr Borough Council  
Cyngor Dosbarth Dwyfor  
Glyndŵr District Council  
Islwyn Borough Council  
Llanelli Borough Council  
Lliw Valley Borough Council  
Meirionnydd District Council  
Merthyr Tydfil Borough Council  
Monmouth Borough Council  
Montgomeryshire District Council

Neath Borough Council  
Newport Borough Council  
Ogwr Borough Council  
Port Talbot Borough Council  
Preseli Pembrokeshire  
District Council  
Radnor District Council  
Rhondda Borough Council  
Rhuddlan Borough Council  
Rhymney Valley District Council  
South Pembrokeshire District  
Council  
Swansea City Council  
Taff Ely Borough Council  
Torfaen Borough Council  
Vale of Glamorgan Borough  
Council  
Wrexham Maelor Borough  
Council  
Ynys Môn Borough Council

Brecon Beacons National Park  
Pembrokeshire Coast National Park  
Snowdonia National Park  
British Association of Social Workers  
National Association of Local Councils  
Wales Association of Community and  
Town Councils  
Welsh Counties Committee  
Welsh Office of Association of  
District Councils

## Industry, Finance and Commerce

Automobile Association  
South Wales Electricity  
RAC Motoring Services  
Confederation of British Industry  
The Institute of Bankers  
South Wales Electricity Consultative  
Council  
Wales TUC  
Cardiff Chamber of Commerce and Industry  
Port Talbot Incorporated Chamber of  
Commerce and Shipping  
Chester and North Wales Chamber of  
Commerce  
Swansea Chambers of Commerce and  
Shipping (Incorporated)  
Manweb  
British Rail

British Steel Corporation  
Severn Trent Water Authority  
The Central Electricity Generating Board  
British Gas plc  
Royal Institute of Chartered Surveyors  
South Wales Coal Exporters Association  
Building Societies Association  
Engineering Employers' Western  
Association  
British Institute of Management  
Institute of Export  
Coal Merchants Federation of Wales  
Wales Trade Union Council  
Institute of Directors  
Royal Institute of British Architects  
British Telecom

## Education

Welsh Language Education Development  
Committee  
Workers Education Association  
Welsh Joint Education Committee  
The Open University  
Trinity College, Carmarthen  
National Association of Welsh Medium  
Nursery Schools and Playgroups

University of Wales Registry  
Coleg Harlech  
Yr Academi Gymraeg  
University College of Wales  
Undeb Cenedlaethol Athrawon Cymru

## Health

Pembrokeshire Health Authority  
West Glamorgan Health Authority  
Health Visitors Association  
Cyngor Iechyd Gwynedd  
Clwyd Health Authority

Mid Glamorgan Health Authority  
Powys Health Authority  
British Dental Association  
Welsh Health Promotion Authority  
South Glamorgan Health Authority

## Public Bodies and Non Departmental Public Bodies

Local Government Boundary Commission  
Commission for Local Administration  
in Wales  
The British Council  
Housing for Wales  
Wales Tourist Board  
Welsh Development Agency  
Cardiff Marketing Bureau Ltd  
Wales and the Marches Postal Board  
Equal Opportunities Commission

The Chaiiry Commission  
European Bureau for  
Lesser Used Languages  
National Library of Wales  
National Museum of Wales  
Land Authority for Wales  
Gas Consumer Council  
Wales Training Agency  
Countryside Commission  
Nature Conservancy Council  
Forestry Commission  
The Design Council

## The Law, Political, and Government Departments

Welsh Members of Parliament  
Welsh Members of the European Parliament  
Welsh Peers  
The Law Society  
North Wales Police  
South Wales Constabulary  
Dyfed Powys Police  
General Council of the Bar  
Northern Ireland Office  
EEC  
Scottish Office  
European Commission Office for Wales  
Welsh Office Industry Department  
Department of Industry - Business  
Statistics Office  
Department of Trade  
Department of Employment  
Office of Population Census  
and Surveys

Department of Trade -Shipping Registry  
Department of Social Security  
Property Services Agency  
Collector of HM Customs & Excise  
Health and Safety Executive  
Export Credits Guarantee Department  
Valuation Office  
Lord Chancellor's Department  
Traffic Commissioners  
Auditor of HM Customs & Excise  
Companies Registration Office  
Department of Industry  
Driver and Vehicle Licensing Centre  
Inland Revenue

## Agriculture and Landowners

Farmers Union of Wales  
Food From Britain

Royal Welsh Agricultural Society  
National Farmers Union

## Arts and Media

Welsh Craft Council  
Welsh Arts Council  
West Wales Arts Association  
South East Wales Arts Association  
North Wales Arts Association  
Welsh Books Council

BBC  
HTV  
S4C  
Independent Broadcasting Authority

## Voluntary Bodies

Urdd Gobaith Cymru  
London Welsh Association  
Adfer  
Wales Council for Voluntary Action  
Canolfan Iaith Nant Gwrtheyrn  
Cyngor y Dysgwyr  
Rhieni Dros Addysg Gymraeg  
Council for the Protection of Rural  
Wales

Cymdeithas yr Iaith Gymraeg  
Canolfan Clybiau Ffermwyr Ieuan  
Cefn  
Eisteddfod Genedlaethol Cymru  
Sefydliad Y Merched/Women's Institute  
Y Gymdeithas Wyddonol Genedlaethol  
Welsh Consumer Council  
Merched y Wawr



## Religious Bodies

The Presbyterian Church of Wales  
The Catholic Church in Wales  
The Church in Wales

Union of Welsh Independents  
The Baptist Union of Wales  
The Free Church Council of Wales  
The Council of Churches for Wales

Lord Prys Davies' Working Party Draft Legislative Proposals

Duties of the Secretary of State

If the Bill becomes law in its present form it would provide as follows:-

The Secretary of State will have a duty to promote and facilitate the use of the Welsh Language throughout Wales and make provisions accordingly. The Welsh Language Act 1967 and the new provisions would be reviewed every three years and a report made to Parliament. For this purpose arrangements would be made for constant monitoring of the operation in Wales of the 1967 Act and the new provisions.

It would be unlawful for a local authority health authority, public service corporation or central government department to discriminate against the use of the Welsh language, and the Secretary of State will have the power to formally enquire into complaints, giving a directive to the body concerned requiring such steps to be taken as he may consider necessary and may seek an Order of the High Court in cases where the body refuses to comply with the directive.

### Provision of Goods, Facilities and Services

It would be proper for the Welsh Language to be freely used by those who so desire in the provision of goods, facilities and services to the public and in the conduct of educational, welfare and ancillary services in Wales in the like manner and in like terms as in the use of English.

The advertisement for and recruitment and training of staff should not be made unlawful by virtue of a requirement that they should speak in the Welsh language.

### Rights to Welsh Medium Education

Every local education authority in Wales provide the opportunity for children to receive education throughout the medium of Welsh within reasonable distance of their home, and young persons over sixteen in local education authority schools and colleges shall where desired be taught wholly or partly in Welsh. Special schools will ensure that the regard is had to the linguistic background of each pupil in making educational provision.

The University of Wales will enable those who so desire to pursue their studies through the medium of Welsh, as may any person receiving higher education at any other institution in Wales. In both cases this will be subject to such arrangements as may be between the institution at

which he is a student and other institutions of higher education in Wales.

#### Language Commission for Wales

The Secretary of State will appoint a Language Commissioner for Wales whose duties will include assisting and advising the public and bodies, coordinating courses in Wales, investigating complaints, advising and conciliating or directing persons or bodies and reporting to the Secretary of State on progress and failures. The Secretary of State will be able to direct public bodies on reports by the Commissioner and would be able to seek an order from the High court to compel action.

#### Planning

Planning Authorities will have a duty to consider the Welsh language in their Planning procedures.

#### Miscellaneous

Companies documents may be in Welsh or in English and companies with a registered office in Wales may use the Welsh form of "Limited."

DRAFT IMPLEMENTATION STRATEGY FOR THE AUTHORITY'S POLICY  
ON THE USE OF THE WELSH LANGUAGE

1. INTRODUCTION

This strategy outlines suggested procedures which should be followed in order that the stipulations within and principles behind the Authority's Policy on the Use of the Welsh Language might best be implemented and satisfied.

2. POLICY STIPULATIONS

Listed below are the main stipulations of the Policy, together with suggested courses of action. It is appreciated that it will not always be possible to take action as suggested but Officers should, wherever possible, follow the guidelines and/or take suitable alternative local action where appropriate.

**2.1." That Senior members of staff should be appointed at District and Unit levels whose duties include involvement in the implementation and monitoring of this policy".**

This stipulation is seen as the first priority in the implementation of the Authority's policy on the use of the Welsh language. Many of the Authority's other stipulations are in some way dependent upon these appointments.

Unit Teams should communicate to all existing members of staff, the principal duties relating to the part time position i.e.

Job Summary

Responsible to the Unit Administrator/UGM for co-ordinating Welsh language matters and for liaising with District officers with a view to implementing, monitoring and developing the Authority's Policy on the use of the Welsh language.

Specific Duties

1. To act as a co-ordinator (when required) in respect of correspondence received from patients and members of the general public.
2. To act as the Unit linkperson in respect of Welsh language matters and to liaise with the District based officer and other Unit based officers with responsibility for Welsh language matters as appropriate.
3. To, when required, assist in the translation of printed material and/or to liaise with translators as appropriate.

4. To provide quarterly reports to Unit Management on all Welsh language matters/activities
5. To attend and contribute to regular meetings of the Officers' Welsh Language Group.
6. To undertake research as appropriate.
7. To assist line managers in locating Welsh Language interpreters as appropriate.

Officers should then be invited to apply in writing for the post. With the agreement of the appointee, Unit Management should add the above to the individual's job.

It is envisaged that the appointee would be required to devote not more than the equivalent of up to one day per week to Welsh Language matters. The Officers would be remunerated in line with their current rate of pay and that Unit management would ensure that patient care does not suffer by arranging for an appropriate authorised member of staff to undertake the shortfall in normal duties, alternatively, an honorarium may be paid where appropriate providing that the Officers continue to undertake their existing commitments satisfactorily. It is envisaged that this will be achieved in most cases via a manipulation of the Units/Departments staff budget.

- 2.2. **"That in regular reviews of performance the Management Board Board includes an item on Welsh Language matters".**

This will be achieved via District level mechanisms. It is envisaged that an item will be included as from the third month following circulation of the implementation strategy.

- 2.3. **"That the Authority's Personnel and Training Policies take account of the Authority's commitment to providing, wherever practicable, a service in a patient/clients preferred language and in particular that the Authority's District Training Department includes, within its Training strategy, an element of Welsh Language Training".**

It is hoped that the Authority's personnel policies will be amended within 12 months and that the Training Strategy for 1989/90 will include an element devoted to Welsh Lanaguage Training.

- 2.4. "That the Authority should give assistance to and make facilities available to those members of staff willing to learn the Welsh Language, wherever practicable and to those Welsh speaking staff who wish to improve their ability to communicate in the Welsh Language".

This should be communicated to all staff groups via training bulletins, together with an indication that priority will be judged with reference to the following criteria:-

- (a) The needs of the service
  - whether there is a need for the employee to speak Welsh/communicate in the Welsh medium.
  - whether the employee can be spared from their duties (in the case of day release)
- (b) The cost, i.e. the state of the Training budget.
- (c) The method of training, i.e. day release, evening, correspondence;  
and
- (d) The number of applications received.

Applications should, therefore, be processed in line with all other applications for study leave/financial assistance.

- 3.1. "The answer to an enquiry received in Welsh should be answered in Welsh. In the case of a letter or other written document, this should normally be possible given that translation services can be obtained. Every effort should be made to deal with oral enquiries in Welsh, but it is accepted that there will be occasions when this will not be possible".

Upon receipt of a letter written in the Welsh Language, a non Welsh speaking officer should either

- i) refer the letter to his/her manager in order that the manager might identify and seek the assistance of an appropriate Welsh speaking member of staff

or where this is not possible or practicable

refer the letter to the local officer charged with responsibility for Welsh Language matters;

- ii) in the absence of the local officer charged with responsibility for Welsh Language matters and should the local manager be unable to identify an appropriate Welsh speaking member of staff, then advice should be sought from the nominated District level Officer in the Administration Department/Public Relations Department at District Headquarters.

Where a patient/patient's representative/member of the public indicates preference for matters to be dealt with in the Welsh Language then the Officers involved, if unable to speak Welsh, should, through their manager(s) or local liaison, seek the assistance of a local interpreter.

- 3.2. "All Authority vehicles should be identified as such in both languages. This is generally the practice at present, but there is no reason why this form of bilingual presentation should not become standard as vehicles are replaced".

Whenever the Authority purchases a new vehicle, the requisitioning manager/budget holder should ensure that appropriate bilingual labels/transfers/logos in line with the Authority's corporate identity are available/requisitioned so that prior to the vehicle undertaking Authority business it is appropriately labelled in both English and Welsh (budget allowing)

- 3.3. "All main external and main internal signs at Authority premises should be in Welsh as well as in English. It is intended that this recommendation would apply to new signs or to signs which are renewed. It is generally, but not consistently, the practice now. There is every reason to achieve consistency in this particular matter".

Following a decision to purchase a replacement sign the requisitioning manager/budget holder should examine the financial position to see whether it allows for the sign to be purchased in a bilingual format. Other factors such as need (i.e. client patient usage of facility) should also be considered and a survey may be seen as appropriate.

Major new signs should, as a matter of course, be purchased in a bilingual format.



Prior to the order/requisition being completed, the requisitioning manager/budget holder should ensure that the correct wording is specified. Initially officers should refer to the Authority's 'Glossary of Welsh Language terminology'. In case of doubt then he/she should seek the advice of the Unit Officer with responsibility for Welsh Language matters. If this is not possible, then advice should be sought from either the District Officer with responsibility for Welsh Language matters or the nominated officer within the Administration Department at District Headquarters.

The District Works Department should, when contacted, confirm with the requisitioning officer that the purchase has been considered in the light of the directive contained within the Authority's Welsh Language Policy and suggested guidelines contained within this implementation strategy.

Officers representing the Authority on Project Planning Teams connected with the building of new premises/site development should ensure that orders for external and internal signposting is requested in a bilingual contract.

- 3.4. "Letter headings and certain other relevant printed material should be produced with both English and Welsh given equal prominence. This is generally but not consistently the practice now. There is every reason to achieve consistency in this particular matter".

Standard Unit/Hospital/Central Department letter headings, compliment slips, cover faces etc., should be requisitioned in a bilingual format. This may be achieved at very little additional cost. Where an item is not normally produced in a bilingual format, the requisitioning manager/budget holder should, wherever practicable, requisition the stationary item in line with this requirement. Where the District Printing Department is involved, only a small additional initial typesetting charge will be incurred. This will ensure consistency throughout the Authority.

This requirement only relates to those stationary items which could conceivably be sent to/issued to members of the public/patients.

- 3.5. "Consideration should always be given to producing forms, reports and other printed material which are to be used by members of the public or patients in a bilingual form. The Authority does, at present, have available a range of material in Welsh as well as English, but the Group feels that whenever a document is to be produced or republished, serious thought should be given to either providing it as a bilingual production or at least including important portions in the Welsh Language".

The requisitioning officer/budget holder should take account of the following when deciding whether or not a printed item should be published in a bilingual form.

- (a) The target group - the proportion of the target group who are Welsh speaking. This is considered to be the most important single factor.
- (b) Geographical spread of the target population - this might serve as a useful indicator where (a) is unknown.
- (c) The state of the budget from which the item is to be purchased.
- (d) The maintenance and projection of the Authority's Corporate identity.

- 3.6. "Staff Journals should include material in Welsh. Arrangements should be made to have a portion of the staff newspaper, which will be produced by the Authority, written in the Welsh Language and the principle should apply to any similar publication in the future".

A target space allocation is to be devoted to articles in the Welsh Language.

It should be noted that all references to corporate identify, logo, letterheadings, emblems, identifiers etc., should be read in the context of the Authority's Corporate Identity Programme/Public Relations Strategy [and in particular the Authority's bilingual 'style book' which contains agreed Health Service/SGHA terminology in both languages].

#### 4. ONGOING MONITORING AND COMMUNICATION MECHANISMS

Unit and Central Department Coordinators will form a Standing Officers Group which will meet on a bi monthly basis under the Chairmanship of the Deputy District General Manager or his nominated representative. The objectives of the Group are defined as follows:-

- (i) To monitor progress and developments and to report regularly to the Authority's Management Board.
- (ii) To identify and solve common problems.
- (iii) To serve as an Information exchange.
- (iv) To serve as a 'clearing house' in respect of bids relating to Authority monies set aside for the purpose of promoting the use of the Welsh Language].

T H E   G U I D E L I N E S

(WELSH LANGUAGE BOARD)

21 OPTIONS FOR ACTION

RANGE 1 - ACKNOWLEDGING THE WELSH LANGUAGE

- 1 When you next re-order headed notepaper, consider introducing some Welsh information.
- 2 Similarly, make business cards and compliment slips bilingual.
- 3 When you next put up a sign, inside or outside your company premises, or on one of your vehicles, consider showing information bilingually. For instance, "Reception - Derbynfa", or "Mynedfa - Entrance". This is an effective way so showing that you identify with Wales and that you recognise that some of those reading your signs will be Welsh speaking.
- 4 Cheques written in Welsh pose on practical problems for the banks in Wales. consider ensuring, therefore, that your company is prepared to accept such cheques and that this policy is made known to customers and staff alike.
- 5 When you advertise, consider including a line of Welsh, such as a company slogan. This can strengthen your campaign by adding to your company's unique public image.

6 Find out which of your staff can speak Welsh. A known pool of Welsh speakers could help your company use the language conveniently.

7 If your customers supply a Welsh address in Wales - use it. The Post Office can deliver to "Abertawe" as well as "Swansea"!

#### RANGE 2 - BUILDING A BRIDGE TO THE LANGUAGE

8 Arrange for a senior member of staff to be responsible for Welsh language policy as part of his or her duties. the brief can include considering and monitoring ways for the company to use Welsh.

9 Consider the benefit of having Welsh fluency in sections such as public relations, where a considerable degree of contact with the public and the media is involved.

10 Consider issuing press releases bilingually and including Welsh language papers and periodicals on your circulation list.

11 Consider producing company leaflets, posters and forms bilingually, in whole or in part. Providing bilingual material can be easier administratively than providing

separate English and Welsh documents and maintaining stocks of each. The Welsh Language Board has available, free of charge, a database of translators throughout Wales who are able to undertake work in a wide variety of specialist fields.

12 Reach a fresh public by advertising in Welsh in the Welsh media.

13 Encourage your staff to answer the telephone bilingually - giving your company name in Welsh as well as English where appropriate. A simple salutation such as "Bore da/Good morning" can go a long way.

14 If a Welsh speaker is not available to deal with a customer who wishes to speak Welsh, consider offering an alternative appointment when this may be done.

### RANGE 3 - ACTIVE USE OF LANGUAGE

15 Staff magazines can contain material in Welsh and members of staff encouraged to contribute articles accordingly.

16 Answer Welsh correspondence in Welsh. The volume of Welsh language correspondence may be quite small but courtesy, of course, does not depend on quantity!

17 Try to answer face-to-face queries in Welsh. Knowing how many Welsh-speaking staff your company has can help you to determine what steps you would need to take to provide, for instance, Welsh-speaking receptionists, typist, telephone operators and administrative or professional staff.

18 Where it benefits your business, consider encouraging your staff to develop their skills to improve communication with the public by learning Welsh, perhaps on a give-and-take, time and cost basis.

19 If staff are eager, consider providing on-site facilities for a regular Welsh conversation group, perhaps during lunchtime.

20 As part of a young staff development scheme, consider a programme which combines language learning at the National Language Centre at Nant Gwrtheyrn with outdoor pursuits at the Welsh League of Youth's camp at Glanllyn.

21 Consider supporting Welsh cultural events in your locality and giving visitors to the Principality the opportunity to enjoy the cultural heritage of Wales. (we suggest that every company in Wales develops its own voluntary code of practice for using Welsh, based on

these guidelines. This should reflect the kind of business undertaken by each company, its contact with customers and its cultural environment.

The Welsh Language Board accepts that implementing the guidelines will be a gradual process and that the timescale for doing so may differ from company to company and area to area.

These are voluntary guidelines and it is intended to review them, in the light of experience, in due course. In the meantime, the Board will be happy to publicise significant developments with regard to the use of Welsh in the private sector.

The economic future of Wales is very much in the hands of business and industry. So, too, much of our cultural heritage. This is a responsibility to be carried with care. These guidelines will help you to do so. The Welsh Language Board will be pleased to offer advice and assistance to companies wishing to follow these guidelines.

Longcross Court  
47 Newport Road  
Cardiff CF2 1AD  
Tel (0222) 488745  
Fax (0222) 492253

## CCETSW'S WELSH LANGUAGE POLICY

### INTRODUCTION

1. Welsh speakers are distributed throughout Wales. The Welsh language has equal validity with the English language in Wales (Welsh Language Act, 1967). It is also good practice to enable people to use the Welsh language when dealing with Social Work Agencies in Wales.
2. There is, therefore a need to employ Welsh speaking social workers and group care workers throughout Wales.
3. These workers need education and training at all levels. The nature of this education and training is CCETSW's concern.
4. CCETSW has a responsibility to establish and maintain standards of education and training and to promote good and effective practice. In Wales with its bilingual system of education this reasonably requires CCETSW to ensure that Welsh medium education and training is available and that English medium education and training is culturally and linguistically sensitive.
5. In turn this requires CCETSW to make a clear statement of language policy and to ensure that it and other bodies provide suitable and sufficient resources to carry out that policy.



## PRINCIPLES OF THE POLICY

1. CCETSW should promote and encourage equal status for the Welsh and English languages in its work in Wales as intended by the Welsh Language Act 1967.
2. A client has a basic right to choose the language of interaction with the social work agency and its workers and there is, therefore, a consequent need for social workers and care workers who can offer a professional service through the medium of Welsh in all parts of Wales.
3. CCETSW should seek to ensure that Welsh medium education and training is available for students who wish to study and practice in Welsh, and that English medium education and training is culturally and linguistically sensitive.

## IMPLICATION OF THE POLICY

The principles have implications at all levels of training and education in Social Work and Social Care :

Professional and Vocational

Provisions of short courses

Provision of information

For the promotion of good practice

### 1. CCETSW'S INTERNAL ARRANGEMENTS

- 1.1 In order to implement this policy effectively Wales will be seen as a Country and will be a separate cost centre.
- 1.2 The Language Policy should be reflected in all aspects of CCETSW's work in Wales.
- 1.3 The administration of the office and its contacts with the public should be bilingual.
- 1.4 Welsh language training should be made available to the staff and members of the Welsh Committee and their responsibility for the implementation of the Language Policy should be emphasised.
- 1.5 CCETSW should seek to ensure that Welsh medium literature should be produced at the same time and to the same standard of production as the corresponding English literature.

- 1.6 CCETSW will have a commitment to allocating resources from its short course and improvement funding for training and the production of training materials in Welsh.

## 2. CCETSW AND ITS COMMITTEE

- 2.1 In order to promote its Welsh Language Policy and ensure the effective implementation throughout its work, CCETSW will strive to ensure proper representation of Welsh speakers on its Council and its Welsh Committee.
- 2.2 CCETSW will request that the Secretary of State for Wales will include at least ONE Welsh speaker in its appointment to Council.
- 2.3 In its letter to organisations for their nominations to the Welsh Committee, CCETSW staff will request that Welsh speakers are nominated and will aim for at least four members of the Welsh Committee being Welsh speakers.
- 2.4 The constitution of the Welsh Committee allows for the establishment of sub-committees. The Committee may wish to establish a Welsh Language Sub-Committee to advise it on implementation and monitoring of the Welsh Language Policy.
- 2.5 The Welsh Committee members should have the right to use the Welsh or English language in its meetings.

## 3. CCETSW AS A VALIDATING BODY - IN RELATION TO PROGRAMME PROVIDERS, COURSES AND AGENCIES

- 3.1 CCETSW will ensure that a positive image of the Welsh language is projected in all new regulations and guidelines by ensuring that, as in Paper 26.3 'Improving Standards in Practice Learning' (5.4.6) a statement about the Welsh Language is included in all future regulations and guidelines related to vocational, professional and post qualifying training.
- 3.2 CCETSW staff will promote and actively encourage the implementation of the Welsh Language Policy to all the courses, agencies and programme providers in Wales. CCETSW will arrange for the collection and dissemination of evidence of good practice in relation to the Welsh language to all courses, agencies and programme providers.

- 3.3 In the course of its monitoring of social work training and education, CCETSW staff in Wales will also monitor and evaluate the implementation of training and education opportunities afforded by colleges, agencies and programme providers for learning through the medium of Welsh. (See Action Plan for details on implementation for college and practice learning agencies).
- 3.4 CCETSW should ensure the appointment of sufficient bilingual external examiners and moderators.

#### 4. RESOURCES

- 4.1 In its bid to the Government each year for its budget CCETSW will ensure that the submission takes account of funds required to implement its Welsh Language Policy in Wales.
- 4.2 CCETSW programme heads should seek to ensure that adequate budgetary provision is made to implement this policy.

## A FRAMEWORK FOR ACTION

This paper is intended to build on the principles of the Welsh Language Policy by providing a framework for its implementation based on an Action Plan. These proposals are for consideration by the Welsh Committee in order to determine priorities within CCETSW's resources.

### 1. CCETSW'S INTERNAL ARRANGEMENTS

- 1.1 CCETSW will continue to explore the feasibility of establishing a separate office for CCETSW in Wales and in its bid to Government for funding for 1991/92 will put specific proposals for the establishment of this office.
- 1.2 CCETSW should ensure that it appoints bilingual professional and administrative staff for its office in Wales.
- 1.3 The requirement for CCETSW staff in Wales to be bilingual should be stipulated in all its advertisements. If it is not possible to recruit Welsh speakers, CCETSW should ensure their commitment to learning the Welsh language and assist and support them practically to this end.
- 1.4 The administration of the office in Wales and its contact with the public should be bilingual. Therefore there is a need to ensure bilingual professional and administrative staff.
- 1.5 All standard official letters sent by CCETSW to its constituents in Wales should be bilingual as should all letter heads, posters, signs and notices at the Cardiff Office. Where both languages appear together precedence should be given to the Welsh language.
- 1.6 CCETSW's Information Service staff should be advised through the Welsh Committee on the priorities of literature to be translated and work towards the production of future key documents in Welsh and English at the same time.
- 1.7 CCETSW should ensure that it funds a rolling programme of workshops on key areas of work and produces relevant educational material through the medium of Welsh.

## 2. CCETSW AND ITS COMMITTEES

- 2.1 Simultaneous translation should be available at CCETSW's Welsh Committees.
- 2.2 The Welsh Committee should be advised to establish a Welsh Language Sub-Committee with advisory, consultative and reviewing functions with regard to the implementation of a Welsh Language Policy.

## 3. CCETSW AS A VALIDATING BODY - IN RELATION TO PROGRAMME PROVIDERS, COURSES AND AGENCIES

- 3.1 CCETSW should ensure that the Welsh Language Policy features throughout the continuum of vocational, professional and post qualifying training and education.

CCETSW should also seek to influence programme providers to ensure that -

- a) they develop practice and procedures to enable candidates for places on programmes to have at least part of their interview in Welsh.
- b) they develop a policy to support students who wish to undertake practice learning opportunities in an environment where Welsh is salient.

### 3.2 SOCIAL CARE

CCETSW should draw the attention of the Care Sector Consortium to its Welsh Language Policy and its relevance and importance to social care training and education in Wales.

### 3.3 DIPLOMA IN SOCIAL WORK

In relation to DipSW CCETSW staff should draw attention to all programme provision groups in Wales to the Statement of Minimum Requirements (Paper 30 Part 2, 1.1.1 'Knowledge and Transcultural Factors which Affect Clients' Needs and Social Work Practice') and in the light of this monitor their implementation of the Welsh Language Policy.

### 3.4 POST QUALIFYING TRAINING

In future planning for Post Qualifying Awards, CCETSW should ensure that a statement about the Welsh language is included (as in Paper 26.3 (5.4.6)). CCETSW should also investigate the feasibility of a Welsh Medium PQ course.

# A

## BILINGUAL POLICY

### GUIDELINES FOR

### THE PUBLIC

### SECTOR



WELSH LANGUAGE BOARD

## INTRODUCTION

The purpose of these guidelines is to assist the public sector in adopting a practical approach to the increased use of the Welsh language.

Each branch of the public sector has a basic duty to provide a service of the highest possible standard. There is also a wider duty to the community being served. The use of the Welsh language can influence the public's attitude towards the service being offered and towards those providing it.

The use of the Welsh language should not be left to chance. In a society where two languages live side by side, every single authority should have a clear and unambiguous policy on its use of Welsh and English, adopted formally where necessary, and prioritised on the basis of effectiveness of achievement.

Some public bodies provide regional services. This often means that public bodies whose offices are in areas where little Welsh is spoken, or outside Wales, have to deal with Welsh speaking consumers. Every body with regional responsibility should bear this in mind when formulating its policy.



The Welsh Language Board accepts at the outset that these policies will vary from area to area. However, no policy should be based on the linguistic situation as it is today. The encouraging signs of linguistic progress in traditionally non-Welsh speaking areas should be considered and acknowledged when formulating a policy.

*John Elfed Jones*

John Elfed Jones CBE C.Eng FIEE FRSA  
Chairman  
Welsh Language Board

## AN OUTLINE BILINGUAL POLICY

1

All public bodies should make it clear that members of the public may use either English or Welsh in their dealings with them. The individual's choice of language should be established as early as possible.

2

Public bodies should consider which posts call for the use of Welsh.

3

For most public bodies, the switchboard operator and the receptionist are the first points of contact with the public. They should ensure that the public can be greeted bilingually in these situations. If the staff at these points of contact are not fluent Welsh speakers, they should at least be familiar with the basic greetings in Welsh - as a matter of courtesy.

4

At least one Welsh speaker should be available in every public office where the duties involve one-to-one contact with the public. This would ensure that any person wishing to speak Welsh can be dealt with in Welsh.

5

If no Welsh speaking member of staff is available to deal with a person who wishes to speak Welsh, that person should be offered an alternative appointment or arrangements made for a suitable written reply to be sent in Welsh expeditiously.

6

Catering for the above suggestions does not mean that all of an authority's staff need to be Welsh speaking. The need will vary, but there should be continuous progress towards a situation where a Welsh service can be offered without having to make special arrangements.

7

Staff appointments should be made with this in mind, acknowledging linguistic ability as one of many factors. If non-Welsh speakers are appointed, employers can consider offering practical assistance, such as the payment of course fees to help them to learn Welsh. Learners' achievements should be acknowledged and continuously encouraged.

8

Public bodies should ascertain which members of staff are already Welsh speaking and willing to use that ability for the benefit of the service. Welsh speakers who feel the need to improve their fluency should similarly be encouraged and assisted.

9

Several public bodies are already assisting their employees to learn Welsh, often on a give and take time and cost basis. The Board wishes to acknowledge this valuable co-operation, and commends it as a very practical route to increase fluency in Welsh.

10

Public bodies in areas where the demand for Welsh might be very small at the outset could consider co-operative measures to minimise costs, such as the joint use of translation agencies.

11

By implementing the above, every authority should be in a position to ensure that it can reply to every enquiry, oral and written, in the language of the enquiry.

12

All public bodies should ensure that their public image reflects a practical and positive approach to the use of Welsh in Wales today, for example, in their use of:

*signs, signs on vehicles  
official notepaper  
forms, leaflets, posters  
advertisements  
press and public relations releases  
circulars, information on activities  
standing orders  
annual reports and budgets  
major public documents*



## IMPLICATIONS

<p>13</p> <p>If these are not available at present, organisations should consider introducing an element of bilingualism when they are next renewed, reordered or produced. However, all organisations should ensure that their main signs are made bilingual as soon as possible.</p>	<p>14</p> <p>There should be co-operation within the public sector to ensure uniformity in common vocabulary.</p>	<p>15</p> <p>Press releases and other aspects of any authority's public relations work should be bilingual.</p>	<p>16</p> <p>Public bodies should take appropriate measures to ensure that they can conduct their formal meetings bilingually.</p>	<p>17</p> <p>When arranging public meetings, consideration should be given to what practical arrangements are necessary to enable every person to be able to choose to speak in English or Welsh. This is vital with regard to public</p>	<p>18</p> <p>Staff magazines should contain material in Welsh and members of staff should be encouraged to contribute in Welsh.</p>	<p>19</p> <p>The specific responsibility for monitoring an organisation's bilingual policy should be vested in appropriate senior members of staff. The policy should be monitored regularly within a formally agreed structure and with clearly defined objectives.</p>	<p>20</p> <p>An authority's annual review should contain a clear statement of policy as regards the use of Welsh and comments on what has been achieved based on the regular monitoring.</p>	<p>21</p> <p>No policy should be static: the essence of success is regular improvement and adaptation on the basis of experience.</p>	<p>No policy can be implemented without finance. All bodies and authorities should realistically identify the sums required for implementation on a phased basis so that the Government may consider the need to provide additional financial resources over and above any existing financial arrangements.</p> <p>Authorities should adopt a practical timetable for the implementation of the above guidelines, a timetable which reflects the use of the language within their catchment areas. To this end, public authorities in all counties should consider setting up a joint working party to promote the extension of bilingualism, not only in their own activities but also within local communities, in the business field and among voluntary societies of all kinds.</p> <p>The Welsh Language Board is aware that the guidelines do not offer a lead on the training of staff through the medium of Welsh. This kind of problem has been brought to our attention, particularly in the medical and para-medical fields, but there must be similar problems in many other professional and technical fields. By adopting these guidelines, it is hoped that we can look to the</p>	<p>public bodies to join with the Board in bringing pressure to bear on the relevant professional and educational bodies to make better provision for Welsh medium training.</p> <p>The spirit of these guidelines is already being implemented by several bodies, and the Welsh Language Board believes that it is entirely practicable for others to move towards a situation where they can operate fully within the spirit of the guidelines within 5 years.</p> <p>These are voluntary guidelines, and the Welsh Language Board will be pleased to have the opportunity to discuss practical aspects of their implementation with any authority seeking further guidance. It is intended to review the guidelines in the light of experience. To do so, we hope very much that bodies will be prepared to test their practicality before passing judgement. The Board, therefore, would be pleased to receive responses within 18 months.</p>
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✘



Q1. Has your Unit appointed a nominated officer charged with responsibility for Co-ordinating Welsh Language matters and for liaising with District Officers with a view to implementing, monitoring and developing the Authority's Policy on the Use of the Welsh Language?

A

YES

☐

NO

☐

DON'T KNOW

☐

Q2. (a) What proportion of vehicles purchased from your Unit's budget since October 1988 have been marked/fixed with bilingual identification?

NONE.

☐

ABOUT HALF.

☐

MOST.

☐

ALL.

☐

NO VEHICLES HAVE BEEN PURCHASED

☐

(b) If not "all" what constraints have been operative?

Q3 (a) What proportion of all signs purchased from your Unit's budget since October 1988 have been ordered in bilingual format?

NONE

☐

ABOUT HALF

☐

MOST

☐

ALL

☐

NO SIGNS HAVE BEEN PURCHASED.

☐

(b) If you have not answered "all" what constraints have been operative?

Q4 (a) What proportion of letterheadings, compliment slips and similiar purchased from you Unit's budget since October 1988 have been ordered in bilingual format?

NONE

☐

ABOUT HALF

☐

MOST

☐

ALL

☐

NONE ORDERED

☐

- (b) If you have not answered "all" what constraints have been operative?

- Q5 (a) Have you access to a comprehensive listing of staff from your Unit how are able to speak fluent Welsh?

YES

☐

NO

☐

DON'T KNOW

☐

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